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Thesis

HISTORY AND GENERAL STATUS OF CONTINUATION SCHOOLS

Submitted by

Dorothy Rene Cohn

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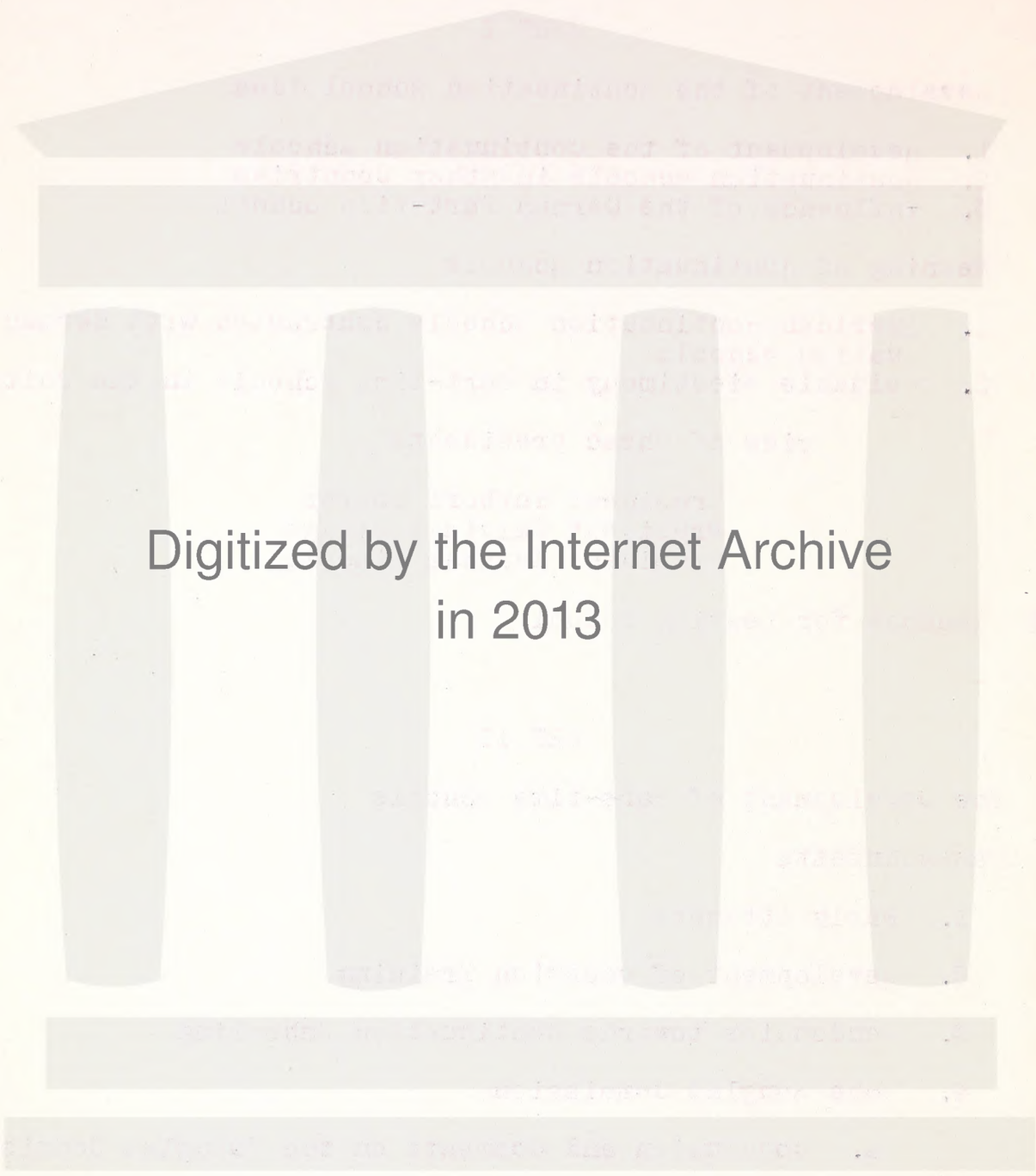
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DEVELOPMENT OF THE CONTINUATION SCHOOL IDEA

The combination of part-time school and part-time work is not a new idea of the late 19th or 20th century. Martin Luther, 1524, in his educational philosophy studied and planned a program of this sort. Schools for the common people to be taught in the vernacular were to be open to both sexes and to include reading, writing, singing, etc. and practical instruction in a trade or in household duties were to be included. Practically all of the industrial activity was carried on in the home. The great educator advocated that the child be employed a part of each day in the home in industrial activities. "It is my opinion," he said, "that we should send boys to school for one or two hours a day and have them learn a trade at home the rest of the time. It is desirable that the two occupations march side by side."

Many of the priests of the same century and the next century carried out this idea of part-time attendance and part-time work at the monasteries but it received comparatively little consideration for two hundred years after Luther's death.

Its next great advocate was Pestalozzi. In spite of the fact that he proved a poor administrator, he gave further impetus to part-time training. Pestalozzi held that children should be taught to earn their living at the same time that their intelligence and morals were being developed. He experimented with this idea giving scholastic training along with trades, as farming and gardening for boys and domestic duties and needlework for girls. Although Pestalozzi had not learned to make any direct connection between occupational and the formal elements, his attempt at an industrial education made it evident that the two could be combined.

Pestalozzi's industrial training inspired Fellenberg. He greatly enlarged and perpetuated Pestalozzi's experiment of combining industry and intellectual training. For many years the educational institutions of Fellenberg were well managed and proved successful, with the result that the idea of education through industrial training spread rapidly. From this school, we adopted our early industrial schools maintained in connection with penal institutions. The first schools of industrial nature at public expense were those maintained for children in poor houses and jails during Queen Elizabeth's time, after Fellenberg. Because of these early associations of industrial training with penal institutions, industrial training has had to contend with the mark of this brand. It is only in very recent years that this stigma has been overcome.

The early influence of Luther, of the philanthropist, Pestalozzi, and of his practical collaborator, Fellenberg, together with Herbart's moral and religious aim in teaching, marked an advance in industrial teaching and created a wide-spread interest in part-time education. In Switzerland, 1816, industrial institutions, with a connecting school in the neighboring district, rapidly increased. In Germany, the industrial work suggested by Pestalozzi and Fellenberg came into successful operation in many of the orphanages and most of the reform schools. From 1830 to 1850, many part-time schools were spread throughout the German provinces. Many were made compulsory for the children who were working between the ages of fourteen and eighteen. The people, however, proved to be indifferent to the advantages of these schools and from 1850 to 1870, educational leaders themselves lost heart and part-time schools dwindled.

In 1869 interest was revived in Bavaria and within the following five years, legislation was re-enacted in nearly all the prov-

inces, establishing part-time classes and requiring employers to release fourteen to eighteen year old boys and girls for attendance. This was made compulsory. By 1900, special part-time instruction had been organized for workers in forty or more trades and in specific lines of work including commercial, personal service, and industrial.

In France, at the reform and Continuation School, industrial training has long formed the distinctive element in the course. Educators and statesmen of England likewise commended the work of these early pioneers and industrial training shortly found a foothold in various technical and reform schools of that country.

In Germany where this training is most effective, the work has for fifty years been rapidly developing through the "Forbildungschulen," Continuation Schools.

DR. KERCHENSTEINER'S CONTINUATION SCHOOLS

Dr. George Kerchensteiner, Director of Education for the City of Munich, has been a great figure and has taken a very active part in the establishment and furthering of the Continuation Schools. In his essay written in 1902, "Training of Youth for Citizenship during the Years between Fourteen and Twenty," Dr. Kerchensteiner points out the need of continued education for juvenile workers and sets forth aims to determine the organization and instruction for workers between the ages of fourteen and eighteen. This eminent educator and many others of his time felt that the primary or intermediate grades should not be regarded as places for effective means of training for citizenship, as pupils are mentally too immature in these grades and have too little experience in social matters. For these reasons, training in the elementary grades fail to exercise the proper influence upon pupils. He states that for the child of fourteen who leaves school to go to work, all systematic education ceases. The influence

of the family weakens with the result that there is danger of a most destructive effect upon moral character.

These considerations have led Dr. Kerchensteiner, together with other educators of Germany, to insist that the state provide for compulsory instruction in Continuation Schools for all boys between fourteen and eighteen. Dr. Kerchensteiner shows the inconsistency of the State providing compulsory elementary schools and letting the youth slip from them when he needs the most help on character building and industrial aid.

"Is it not strange," he urges, "that attendance at school up to the age of eighteen or nineteen is required for the small fraction of our people destined for the liberal professions, although they spring from families which possess both the means and intellectual qualifications for performing their educational duties, while we expose the majority of their future fellow-voters when they are little more than children, to the dangers of every day life?"

Dr. Kerchensteiner states that it is impossible to give definite direction to the character at the ages of thirteen and fourteen and that the little we are able to give in the elementay school leaves the youth as open to the evil tendencies of every day life, as to the good. "We give the people a fire which they cannot tend, a hammer which they cannot wield, and a cast of mind in which the demagogue who promises everything can work much more easily and redily than the leader who remains faithful to high principles."

A primary purpose of the German Continuation Schools is training for citizenship. The securing of personal and vocational efficiency are but means to this purpose. That is, besides the personal vocational training there is developed the civic virtues which they feel are the real foundation of all higher, moral training.

In this training attempts are made to give insight into the relations of the individuals to one another and to the State, to extend the knowledge of the laws of health and to employ "the knowledge gained in the school in the exercise of self-control, justice, and devotion to duty and in leading a sensible life, tempered with a strong feeling of responsibility."

Dr. Kerchensteiner's schools were developed to a high state of technical efficiency for each of the many types of workers but he always held as his major objective an extension of general education in an attempt to reinforce moral standards and promote social welfare. He saw the great necessity of carrying educational supervision through the critical years of adolescence. He recognized the advantage of joint cooperation and the trinity of responsibility of child, school, and job. Above all, he considered preparation for intelligent citizenship as equal if not more in importance to the preparation for occupation.

CONTINUATION SCHOOLS IN OTHER COUNTRIES

All Europe and America recognize the excellence and desirability of Dr. Kerchensteiner's work. Germany now, in spite of the war, is carrying on a very extensive Continuation program. The Continuation of the German Republic requires that every child attend school for eight years, usually between the ages of six and fourteen and then if he does not enter a higher school, he must attend a compulsory part-time instruction from the fourteenth to the seventeenth year.

The Swedish vocational schools are developed along similar lines. The Continuation School is made compulsory between the ages

of thirteen to eighteen years. Attendance ranges from a minimum of 540 hours which may be completed in two or three years as decided upon by the school district. Although a child may not be forced to enter Continuation School immediately upon leaving the elementary school, it is believed that Continuation School work should follow elementary school work at once. The act wasput into operation in 1924.

England has been the slowest in introducing compulsory education of any type. Her educational leaders have felt the need but the characteristic attitude of the workers has been that of being satisfied with what was at hand without further preparation. England passed in 1918 the Fisher Act which provides in general for attendance at a day Continuation School for youth between the ages of fourteen and eighteen. The time required is 320 hours a year. The act had the approval of the English people in general but it is not mandatory. In only a few localities has it been put into effect as financial conditions after the war did not warrant this step.

Scotland has a functioning Continuation School system. While Scotland does not come under the Fisher Act, a very similar act was passed. "Employers are cooperating not only by helping to finance this particular form of education and by forming advisory boards and councils composed of representative men and women, but also by discriminating in favor of pupils attending part-time schools by employing their help rather than that of other boys and girls not attending."

Switzerland has a very efficient part-time educational program for young workers, the Continuation School being mandatory. Norway and Denmark are now considering bills providing part-time compulsory schools. Canada maintains compulsory Continuation Schools for workers up to eighteen years of age in all cities of 5,000 or more population.

INFLUENCE OF THE GERMAN PART-TIME SCHOOL

The most notable examples of Continuation School work are to be found in Germany. The schools were an outgrowth of the Sunday Schools which were established about a century ago and were compulsory for children under sixteen. As machinery was introduced into the industrial world and the need arose for trade training, some of these Sunday Schools became Trade Sunday Schools and gradually religious instruction was excluded. A third type of school, compulsory in many cases, was established for the realization of higher ideal citizenship. Success was not attained until this type of school and the purely industrial school were blended. American educators became interested in the blending of this third type of school in the extension of day-time education. The people of the United States, however, had been slow in rising to an appreciation of the necessity and the advantages of the Continuation School. The forces which have eventually brought the question squarely before several of the states were complex and varying. Since 1900, however, there has been an increasing consciousness of the need that has arisen for new types of education for the youth who leaves his regular school and chooses to go to work. Educators were deeply concerned; manufacturers were interested; social workers and labor leaders worked towards progressive ends. The prevailing sympathies of these educators, the interest of administrators, together with the demand on the part of employers for skilled workers and for a reduction of labor turnover have given rise to the Continuation School.

MEANING OF CONTINUATION SCHOOLS

Equality of opportunity should exist in all types of schools so that every boy and every girl will secure the kind and amount of education that will enable them to fit themselves as worthy members of society. The traditional school was founded upon the theory that the unemployed child was the only one to be served. The modern school is built upon the theory that the school is for all youth and that its program must be flexible in hours of attendance, subjects taught and in educational objectives.

One of the major groups of young people are those who for one reason or another have found it necessary to leave the full time school and enter employment at an early age. It has been estimated that not more than 15 or 20% of these juvenile workers are employed on occupations which lead to permanent positions for work as adults. The various states through their negotiations, that the greater number of positions held by youth were temporary and involved miscellaneous duties for which little or no training was required. These 80 or 85% who were employed are entitled to the same opportunities as the more privileged class, that they also, although entering industry at an earlier age, may be future productive wage earners.

It was realized throughout the industrial centers that these young wage earners devoted their entire day at work and could not be expected to give up their leisure time for schooling. For this reason, the employed youth were caused to attend part-time school. According to Bulletin #17 of the Federal Board of Vocation, the general continuation school is an "educational agency to extend to the working youth the privileges of instruction in training suited to meet their particular needs as young workers and citizens." This opportunity is

provided during the hours of the working day in the several states for periods from 4 to 8 hours per week throughout the school year.

AMERICAN CONTINUATION SCHOOLS CONTRASTED WITH THE GERMAN CONTINUATION SCHOOLS

In Germany, an entirely different meaning is attached to the term continuation school. Since the Continuation School in this country is an outgrowth of the attempt to meet the problem of juvenile workers in the old world, confusion has sometimes arisen as to the aims and objectives of our own schools. No type of education can be transplanted from one country to another without taking into account the different social and academic status. Schools in Germany function differently from our schools because our whole democracy of equal opportunity, especially as to vocations, is one that was entirely foreign to the German practice before the war and in which they have only moderately improved since. Vocational and educational guidance in the sense we know it, is unknown in Germany. "Berufsberatung" is confined to the employment office and is never part of the school organization.

The earliest Continuation Schools in Germany were established for the continuation of elementary subjects and were established for 90% of the German children who, by birth or heritage never had the slightest chance of getting into the higher schools. This type of school has no place in the United States, and where continuation schools have degenerated into mere copies of elementary schools, they are practically useless because children have left the elementary school so as to avoid the so called academic subjects. The later development of the German Continuation Schools is solely

a trade institution for boys and a trade extension or home-making for girls. What it does, it does admirably, but does it only after the child has found his place in business or industry on the basis of social position and economic standing. The vocational guidance of the employment offices simply make an attempt to find an appropriate trade or business. The emphasis, however, is usually upon training in industry, rather than upon the aptitudes and desires of the child.

The continuation school in the United States is very different. Our continuation School problems are more of secondary school nature, and social position and economic standing are not considered. Each boy and girl in the Continuation Schools of the United States have presented to them many fields of industry, from which an able choice will lead them to the greatest proficiency of which they are capable. Vocational and educational guidance are the major tasks of the American Continuation School, although preparatory training and extension training are included in the program, but are of secondary consideration for the most part.

Our American Continuation Schools were designated to meet the needs of our employed youth and leading educators feel that they are meeting these needs, both to the individual worker and to industry.

VALUABLE TESTIMONY ON PART-TIME CONTINUATION SCHOOLS IN THE UNITED STATES

In twenty states of this country compulsory part-time continuation schools have been in existence for little over a decade. Eleven years is an extremely short period in which to judge the efficacy of a revolutionary system of education, especially when the schools are scattered over a large area and in localities where

conditions are dissimilar. Yet in spite of the handicaps with which the schools had to contend, the American Continuation schools have for the most part been successful. This does not mean that they have reached the acme of perfection, but that they have fulfilled in a measure the hopes of many of its sponsors and proponents. Only time, with its added experience, will cure any defects this system of education may have, such as it did and will do with other systems of education that have been started.

The growth of the Continuation School has been rapid. In fact, the criticism is made that it has been allowed to spread too swiftly and that not enough preparation has been given to the organization of the schools. The growth of the Continuation school has been more rapid than any other system of education. Indications on reports of many of the States tend to show that the growth will continue, not perhaps at the same rate, but steadily, until it has practically embraced all the children under eighteen years of age in the country who are not in attendance at full-time schools.

The Honorable H. A. L. Fisher, Minister of Education for Great Britain under the Lloyd George Government, summarized the need for continuation schools in the following quotation:

> "Here (in Great Britain), the vast majority of the children who attend the elementary schools must go out into the world to earn a living after they have reached the age of fourteen. It is at this point that the age of compulsory instruction ceases with us, and it is an unfortunate point. So we must reluctantly watch the spectacle of hundreds and thousands of children leaving school and putting up their books at the early and tender

age of fourteen, and losing sometimes for many years, sometimes forever, all contact with the world of letters. It is ture that some will hereafter find their way to an evening school to learn French or shorthand or accounting or economics, that others will attend a technical college or an adult school or a tutorial class organized for working folk by the universities. But there are a minority. The general mass of our children leave school at fourteen, never to return. Some become quite illiterate, others lose much of their slender stock of knowledge, and it is difficult to over-estimate the wastage in moral and intellectual tissue attributable to the general neglect of the problems of adolescence.

"Indeed, among the unsolved problems of democracy there is none graver. How paradoxical it seems to spend millions upon the education of children under fourteen and then to stand by with folded arms while the results of that expenditure are dissipated during the very period of life which we regard as most propitious to intellectual development.

"My remedy was, and is, the day continuation school. Every young person, male and female, not already under full-time instruction should attend school for seven or eight hours a week, in the first instance from the age of fourteen to that of sixteen, and afterwards, when this first stage had been thoroughly established, to the age of eighteen."

THE VIEWS OF THREE PRESIDENTS

President Calvin Coolidge, addressing the National Educational Association at Washington during his term of office, stressed the fact that popular government must be predicated on popular education; that "education should be the handmaid of citizenship." He traced the growing complexity of our civilization from the early pioneer days and the consequent development of our educational system. Then he expressed this significant opinion:

"While I believe that educators are under obligation to expend public funds economically, it seems obvious that the recent increase in expense for this purpose is a most wise investment. The reaction to using the resources of the country to develop the brains of the country through education has always been greatly to stimulate and increase the power of the people to produce."

PRESIDENT HERBERT HOOVER

President Coolidge was speaking of the value of education to a community and not of any particular method of getting that education in the community. His successor, President Hoover, whose opinion is valued in the business world, has expressed himself in plain terms on the problem of training those who have entered industry. A letter of his to the Director of the Federal Board for vocational education is a clear statement of the need for part-time education. This letter, dated March 30, 1925 is quoted, in part, as follows:

> "Men of affairs the country over are being impressed with the fact that the cost of training labor on the job is one of the great industrial costs, but they know that the cost of inefficiency and lack of training is very much greater, and that labor must be trained whatever the cost. If they, or the community, do not provide such training they cannot compete with the foreign producer whose labor is vocationally trained at public expense, nor can we, as a nation, adequately supply our own needs for the product of labor, if we neglect to provide for the training of labor.
>
> "The cost of providing this training is just as properly a charge upon the public revenue as any other form of education. In the interests of labor itself such training cannot be devolved upon the employer. Organized labor is perfectly right in insisting that vocational education shall be under public supervision and control, so that the interests and welfare of the worker as well as of the employer will be taken fairly into account. The cost of such training certainly should not be put upon the individual worker unless we are prepared to abandon our traditional policy of providing free education and equality of opportunity for our youth. We cannot in fairness continue to provide specialized education free to the fewwho propose to enter the professions, while denying education to the many for the commoner vocations.

"A community must pay either for the cost of training labor of for the much greater cost of inefficiency of labor, and inefficiency of labor means inevitably general industrial and commercial inefficiency.

* * *"To provide such training is clearly a public responsibility. Education in general, including vocational education for the youth, is Democracy's most important business. Democracy in education means that in the field of education opportunity shall be extended equally to all--to give all a fair start. This is the educational idea inspiring those who are administering the Federal Vocational Education Act; it is the ideal which inspired Congress in passing the Act; and it is traditionally the ideal of education in our democracy."

Another statement of President Hoover on this situation was made a year earlier than that justcited. On this occasion Mr. Hoover said:

"Clearly, if economic waste is reprehensible, waste of child life, whether viewed economically or in terms of common and universal betterment, is a blight that in its measure is more deplorable than war.

"It may be worth recounting that our system of individualism can only stand if we can make effective the supreme ideal of America. This ideal is that there shall be an equality of opportunity for every citizen to reach that position in the community to which his intelligence, abilities, character, and ambition entitle him. I am a strong believer in this progressive individualism as the only road to economic, social, and spiritual safety and to human progress. Without this tempering ideal that America has evolved, individualism will not stand.

"There is no equality of opportunity where children are allowed by law and compelled by parents to labor during the years they should receive instruction; there is no equality of opportunity unless this instruction is made compulsory by the state.

"There is no equality of opportunity for children whose parents are not restrained by law from exploiting them, and compelled to give them participation in the beneficial privileges that the state provides for them.

"Progress will march if we hold an abiding faith in the intelligence, the initiative, the character, the courage, and the divine touch in the individual. We can safeguard these ends if we give to each individual that opportunity for which the spirit of America stands. We can make a social system as perfect as our generation merits and one that will be received in gratitude by our children."

A THIRD PRESIDENT--ABRAHAM LINCOLN

Abraham Lincoln has made a definite statement of the case for part-time education, in 1859. Mr. Lincoln said in part:

"Educated people must labor. Otherwise, education itself would become a positive and intolerable evil. No country can sustain in idleness more than a small percentage of its numbers. The great majority must labor at something productive. From these premises the problem springs, 'How can labor and education be the most satisfactorily combined?'"

In this speech of Mr. Lincoln, he threw down a challenge to the American people. It is gratifying that the people of the United States took up that challenge. When, in 1911, Congress first enacted the state-wide part-time school law for workers in the United States, it provided for a system which has enabled educators, employers, and labor to concentrate their earnest efforts upon the solution of the problem proposed by Abraham, Lincoln, "How can labor and education be the most satisfactorily combined?"

REASONS FOR LEAVING SCHOOL

Many statistics have been gathered by the United States Government, by several states, by schools, and by independent investigators regarding the employment of children, the length of their schooling, and the economic effect of the lack of schooling or proper training. These statistics were taken in various part of the country where conditions are different and the results of the investigations are available in such form that it is difficult to obtain data for comparison of definite age limits. It is therefore almost impossible to make exact comparisons between children of certain ages, living or working under the same economic and environmental conditions over any great expanse of territory.

However, there are many significant facts that stand out very plainly which give a very good insight into comparative conditions. It seems that these conditions, especially regarding education and employment of children, are similar everywhere.

In 1920, according to the United States Census of that year, when the Continuation School had just started in most of the heavily populated states in this country, there were over one-third of the thirty-three million, or about twelve million children between the ages of five and twenty years out of school. This source of information said that only two-fifths of those of the ages of five and six go to school.

9/10 of those of the ages of 7 and 13 go to school
4/5 " " " " " " 14 " 15 " " "
2/5 " " " " " " 16 " 17 " " "
1/5 " " " " " " 18 " 20 " " "

this same census informs us that of the 12,502,582 children between the ages of 10 and 15 years in this country, 8.48% or 1,060,858 are employed.

Many investigations have been made to ascertain the reasons why so large a number of children do not attend school. The children themselves have been interviewed in most cases and although too much dependence cannot be placed upon the memories of children of these ages, the information obtained is probably fairly indicative of prevailing conditions. It is worthy of note that investigations by independent workers in different parts of the country check fairly closely.

More than thirty reasons were given for leaving school but these could be reduced to four main ones:

1. Economic necessity
2. Dissatisfaction with school
3. Personal feelings of child or attitude of parent
4. Preference of work.

Just what percentage of these withdrawals should be placed under each of these four main reasons cannot be so easily determined for our investigators differ materially. From the United States Department of Labor Bulletin #106, we read: "Studies in various parts of the country result in the findings that one out of five children leave school because of necessity and one out of two leave because of dissatisfaction with school conditions. Professor E. E. Lewis of Ohio University makes this statement: "We would probably find that the chief reason for dropping out of school can be traced directly to a lack of parental control and interest."

Quoting from the pamphlet of the National Industrial Conference Board, "Employment of Young Persons in Industry," we read,

"If children leave, it is because attendance at school is made difficult, unpleasant, uninteresting, or not adapted to their needs."

Investigators in Des Moines, Iowa, found that one-third of the withdrawals were due to economic necessity.

In the East Side Continuation District of New York, 151 boys were chosen at random to check upon the reasons for leaving school. The figures listed below are a fair indication of why boys leave school and they would probably be typical of an entire investigation.

REASONS	NUMBER OF BOYS CHOOSING SAME
Dislike of school	54
Need of financial assistance at home	32
Ashamed to continue because of age	5
Ashamed to continue because of size	7
Ashamed to continue because of non-promotion	6
Disgusted because of non-promotion	4
Refused to continue because of being put back	4
Poor marks in graduating class	3
Feeling of being disliked by teacher	5
Followed in footsteps of friends or persuaded by friends who were working	8
Worked during vacation and acquired the desire for money	6
Could earn money durint day and go to school at night	2
Could not progress because they were foreigners	3
Heckled because they were foreigners	1
Father needed a trusted employee to help with work	5

Desire to learn a trade 5

Orphan forced by guardian to earn money 1

In 1924 at the Boston Continuation School, 1701 boys and 1286 girls gave the following reasons for leaving school.

Boys		Girls		Reasons
766 or	45%	750 or	58%	Economic necessity
310 "	18%	214 "	16%	Dissatisfaction with school
423 "	25%	247 "	19%	Attitude of parent or child
202 "	12%	75 "	7%	Position offered
1,701	100%	1,286	100%	

Although there seems to be a difference of opinion as to the relative numbers that leave school for different reasons, it is practically agreed that there are but four main reasons for doing so.

In leaving because of economic necessity, it is primarily due to the fact that the earnings of the children are necessary, or their help is desired to support the family.

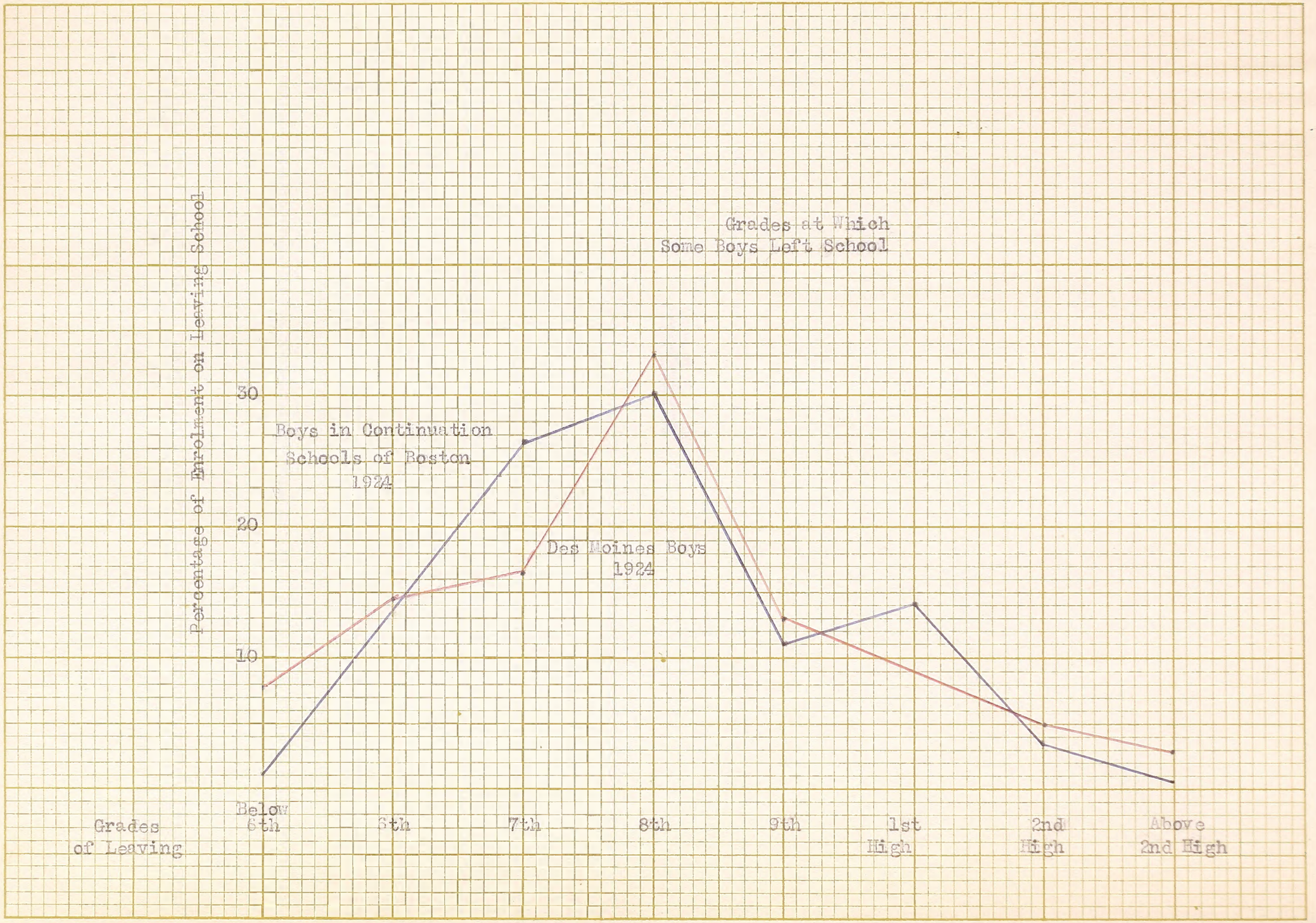
Many children leave school after they reach the age of fourteen because they are dissatisfied with the school and become indifferent towards further schooling. They become more or less independent and desire to do things as they believe best and without restraint from either parent or teacher. They also believe that the training that they are receiving does not fit them for their future work.

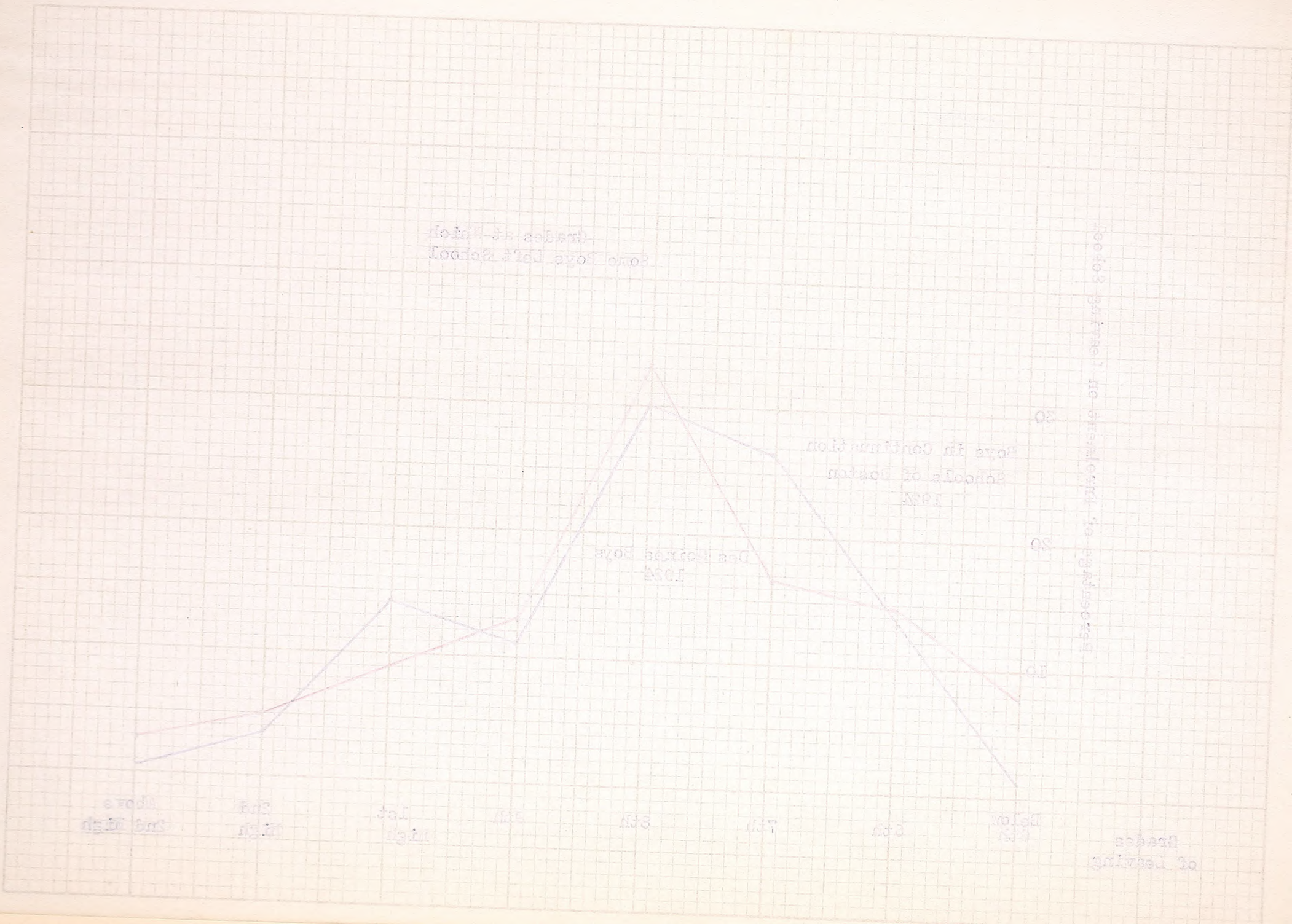
The lack of parental control and interest is a reason why a great many children leave school. It was the belief in many places, especially among the average foreigner, that graduation from the elementary schools was sufficient for all ordinary purposes and because of that belief, this completed the education of the child. This belief was strengthened by the fact that compulsory school ended at this time

or when legal age was reached. Foreign people, probably because of their ignorance of the value of an education, put their children to work as early as possible.

Many children when they reach the legal age have the desire to do something worth while. They have a genuine desire to go to work. They, at this age, believe that they are "grown-up" and t that they ought to shift for themselves, to earn some money either to help support the home or to have some spending money of their own. At this age, their wants are more and they prefer to earn whatever they need.

Whatever the cause may be for children leaving school, there is a possibility of improving their condition (1) by eliminating that cause or (2) by additional training which would not interfere with their work but which would join hands with it to the mutual advantage of child and employer.


Grades at Which
Some Boys Left School
Percentage of Enrolment on Leaving School
30
20
10
Boys in Continuation
Schools of Boston
1924
Des Moines Boys
1924
Grades
of Leaving
Below
6th
6th
7th
8th
9th
1st
High
2nd
High
Above
2nd High



PART II

THE DEVELOPMENT OF PART TIME SCHOOLS

The progress of educational development in this country has been slow. It has been like other social reforms, dependent upon economic and industrial conditions, for when economic conditions are poor there is no desire to increase educational facilities because of the necessary expenditures involved, but better economic conditions lend an impetus to this advance. Educational progress has gone hand-in-hand with industrial expansion, for as industry expanded and changed from the employment of unskilled hand workers to skilled or semi-skilled operators, there arose the demand and requirement for trained workers.

And with the change in industrial conditions there arose the problem of child labor. This problem is intimately associated with that of educational reform. They are intertwined so that it is impossible to say whether educational progress is responsible for the advancement of child labor legislation or the raising of child labor standards for educational reforms. In many instances, as in Pennsylvania, the educational laws were usually a part of the Child Labor Law, but in most cases the legislature restricted child labor and set educational requirements in the same act.

The development of the educational laws in the various states of this country is very similar. The peculiar problems and conditions of each state, such as racial classification, social groupings, developments of particular industries and concentration of population, played an important part in this development, but in general the trend was along similar lines and the eventual results

about the same.

As we trace the development of child labor and educational laws we note the gradual and progressive change that is made to meet the prevailing conditions. Throughout the entire history of this evolution there is no abrupt or radical change but slow and steady. The continuation school law was not an inspired one nor a radical change from the succession of previous educational laws. It was merely the next logical step in this long development. It was, however, a much needed law and one that did greatly help to protect young workers. It is not certain but that another step will be made in the near future in this progression. Half-time, or cooperative schools, are now claiming the attention of education and there is a possibility that these schools may supercede the Continuation school, although at the present time this seems unlikely.

To give a list of each and every child labor and educational law that was passed in each state we are interested in would require more space than is necessary for the purpose we wish to consider--the development of laws leading to the Continuation School law. Therefore, in this brief outline, only mention of enough of these is made to set forth clearly the contention that the Continuation school law was the next logical step in the educational development.

MASSACHUSSETS CONTINUATION SCHOOLS

THE MASSACHUSETTS SYSTEM OF EDUCATION

EARLY ATTEMPTS

Industrial and technical education cannot be considered apart from the general system of education if it is to be successful. Industrial and technical education must be an outgrowth of general education. It is necessary for it to form an integral part in the training of our youth.

The original purpose of the early educators in Massachusetts was to fit its youth through the learning given by its various schools to be intelligent citizens. The supreme problems which presented themselves to our early colonists were intellectual problems, that is, problems pertaining to Church and State. To establish and develop a self-governing community under the new conditions which confronted them demanded intelligence of high order and widely diffused knowledge. These men educated themselves in the most advanced learning of the time. They saw in the study of religion, classical languages, and mathematics, a means of uplifting the individual and developing the power of concentration, thought, and of clear, logical reasoning and balanced judgment. They believed that the study of history and literature of the past would broaden their minds to solve the problems of today by the experiences of yesterday and failures of other people in other times might serve as guides and warnings for people here and now. They called this a liberal education--and education that liberated that freed them from the thought of bondage and made life keen and far sighted.

Out of this thought grew the Latin Schools, academies, colleges, and from a similar purpose the universal, compulsory school. This belief in the efficiency of learning so deeply rooted in the past

has never lost its hold upon the thought and imagination of our people; so that this educational system practically begun in poverty, has expanded through the means of its people and as a result the Massachusetts educational system is amongst the foremost in the country.

Whenever public interest has seemed to wane, educators have appeared who have stimulated the people into new efforts. From the beginning, however, the purpose has never changed, that is, to promote intelligence as a basis of citizenship. The immense expenditures upon elementary schools, high schools, and colleges are made with this end in view.

The schools had another subordinate function. Indirectly they were expected to influence the various callings in life. It was thought the more educated the person, the better workman he was likely to be--more thoughtful, more careful, more considerate, and more inventive; so that the system of education through the schools was likely to promote much of the material prosperity of the State.

Special training for vocations was provided in a more practical way,--through the apprentice system. Even the professions were included. Young men who were to become doctors, lawyers, and ministers learned the technique of their professions in the homes or in the offices of the older practitioners. Farming was learned by work on the farm, house-keeping in the home, and trades in the shop.

The two systems did not conflict with each other. The master was bound by terms to keep his apprentice at school. So the two forms of training went on simultaneously for several generations, each effective in its way,--general training through the schools and industrial training through apprenticeship. The child and the youth were never out of touch with the school of life so that there never came a time of abrupt transition. There was no gap, no chasm be-

tween schooling and vocation.

The industrial revolution in this country during the past seventy years has brought about many changes in the industrial world. The apprentice system did its best work under stationary conditions but could not maintain itself in the face of change. Consequently and necessarily with the introduction of new and improved types of machinery and further developments of modern science, the old apprentice system, once primary, became secondary.

Special training for vocations took its place; first in the professions, in the school of theology, medicine, and of law. The new idea was next applied to teaching and normal schools were established. Railroads called for trained engineers and technical schools were founded. With the coming of the factory system, the introduction of machinery, the making of machines more and more automatic, and the division and the subdivision of labor, the apprentice system gradually disappeared in the many trades.

At the same time these changes were taking place in the vocations, there were also chnges in the schools. The schools were gradually demanding more time. The school year was lengthened, school attendance was made compulsory and the age limit was raised by ordinances passed in 1852 and later changed in 1866 and 1888. The days lost by the majority of children no longer trained by the apprenticeship system were gained by the schools, until, through a gradual and steady pressure, the school came to stand alone as the only means of training and the child became for the most part separated from the activities of life.

In place of the two systems of training, the apprentice and the school balancing each other and mutually cooperating, the former became secondary and the latter was absorbing most of the time, thought, and interest of the children. Education became isolated and somewhat

one-sided.

The apprentice system taking a secondary place in this country had brought about these changes not only in the educational world, but also in the industrial. No longer was the apprentice system of foremost consequence for instruction in industry. This meant that the unfortunate operative was stunted in his progress upward and the hope of promotion to the higher ranks of skilled labor was dissipated unless some new way was provided. Industry did not wish to give the proper instruction and guidance. Such a monotonous job as that of mere operation led to discontent, restlessness and a shifting from job to job. The youth was fertile soil for the enemies of society and the community was to suffer.

The state and the nation began to recognize not only the lack of manual efficiency that was so well marked, but also the lack of intellectual and moral development of its youthful workers. There seemed to be a one-sided sense of values, a one-sided view of life and a wrong attitude toward labor. Not having any share in progressive, productive labor, and being out of touch with it, the youth had no standards by which to measure time, possessions, or pleasures in terms of cost.

An attempt was made by educators to improve conditions to gain the ground that had been lost in keeping apart intellectual and industrial development of the youth, giving place to exclusive literary training in the main. The result was the introduction of commercial branches into the schools. This gave way to the entire question as to the right of communities to furnish special training for the vocations and led to the opening for development in the fields of industrial life.

These were the beginnings of the public recognition of the need of industrial training and of the dangers that were facing the

youth of the country. There followed a rapid growth of public interest all over the Commonwealth in this vital problem of training youth for skilled industry. The General Court of 1870 enacted a law (Chapter 248) requiring the establishment of evening classes in "industrial and mechanical drawing" in towns of 10,000 or more population. (Fifteen of such classes, so established in seven cities of the State, became in 1908 state-aided vocational classes.) In 1870, legislation was passed (Chapter 86) permitting any town or city to establish vocational classes. No community at the time was ready to undertake such an experiment, but Springfield in 1898 inaugurated its Evening School, the first and only city to avail itself of the permissive law. The time was not ripe in the last decades of the late nineteenth and early twentieth centuries for the establishment of a general system of vocational education. However, the opinions of educators and industrialists were moving towards it.

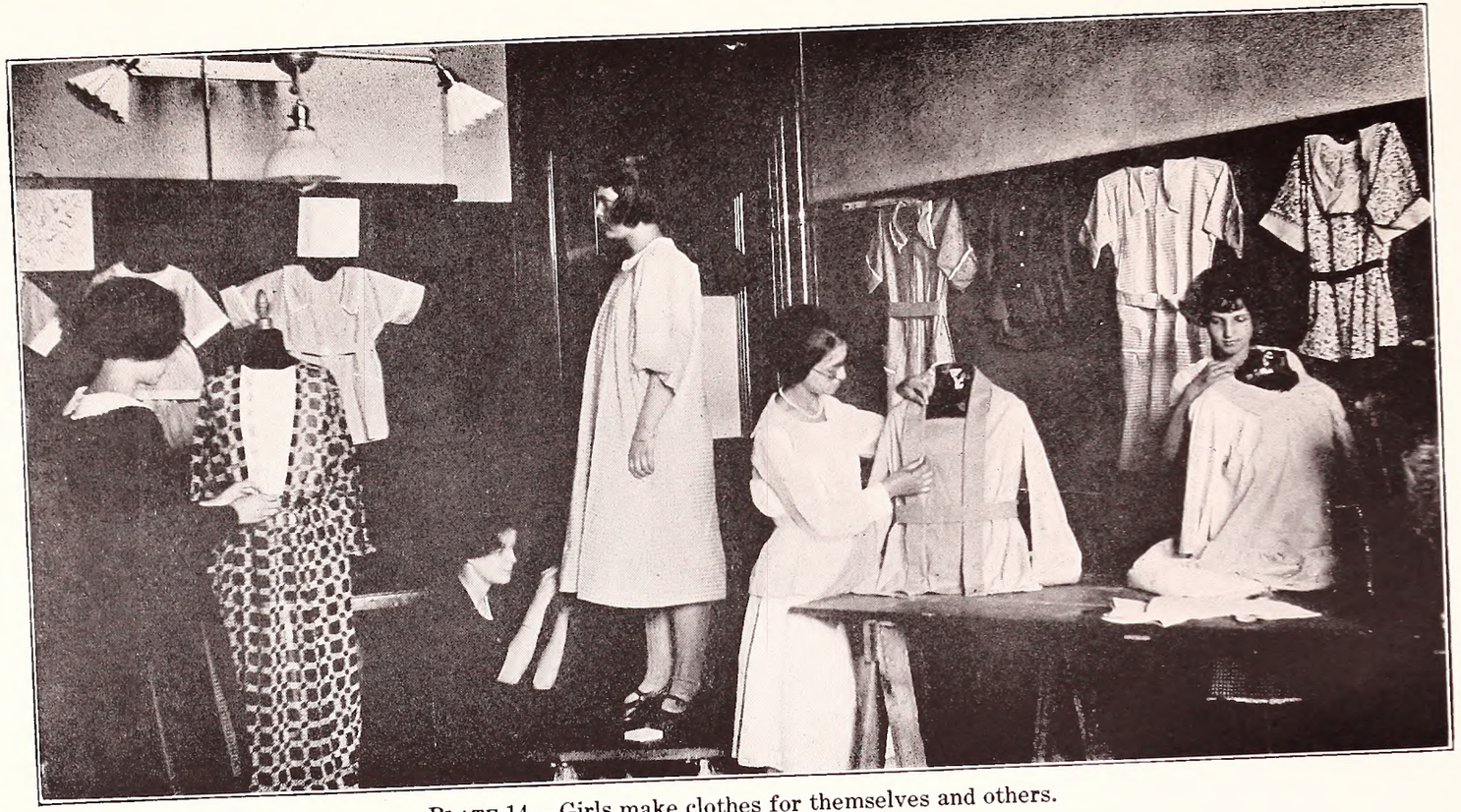


PLATE 14.—Girls make clothes for themselves and others.

DEVELOPMENT OF VOCATIONAL TRAINING

All the callings in life for which children and youth need to be specially prepared may be grouped into four general classes--professional, commercial, productive, and domestic. Of these, the professional callings are fairly well provided for, partly at private and partly at public expense. A large part of the burden of high school maintenance has been incurred through the interest chiefly in cultural and general courses.

The activities which are grouped as commercial, including all that have to do with the process of distribution and exchange, are provided for largely by public expense but also privately. The high schools turn out stenographers, typists, bookkeepers, clerks, in ever increasing numbers, but few mechanical operators or trained workers for industry.

Turning to the occupations engaged in production in distinction from distribution, we find that these are only touched upon educationally. Very little instruction at public expense as compared with literary and commercial is furnished along the lines of a practice building up of the trades, in farming, gardening, machine shop practice, etc. Agriculture is recognized by the State in its support of Agriculture Colleges, whose graduates become teachers; but there is little preparatory work leading up to it, in the same way that the High School leads up to other colleges.

Manufacturing was recognized by the State in so far as it has aided, by scholarship and grants, the Massachusetts Institute of Technology and the Worcester Polytechnic Institute. For these institutions, the High schooloffered some preparation in their scientific courses. Manufacturing interests were further aided by the establishment of textile schools in Lowell, opened in 1897, in New Bedford in 1899, and in

Fall River in 1904. These schools have been established by the State and the city. Legislation gave authorization for the establishment of textile schools in any city having 450,000 spindles. (Chapter 475; Acts 1895). The schools at Lowell, New Bedford, and Fall River are now conducted as State institutes and consequently,like the Massachusetts Agricultural College, (established in 1863) do not form a part of the present State-aided vocational school system.

This summary discloses the fact that industrial training has been provided for along certain lines, but adequate means for preparation for these higher courses have not been provided for in the schools. Stress has been placed upon general and commercial training, with little attention being given to agricultural and industrial training.

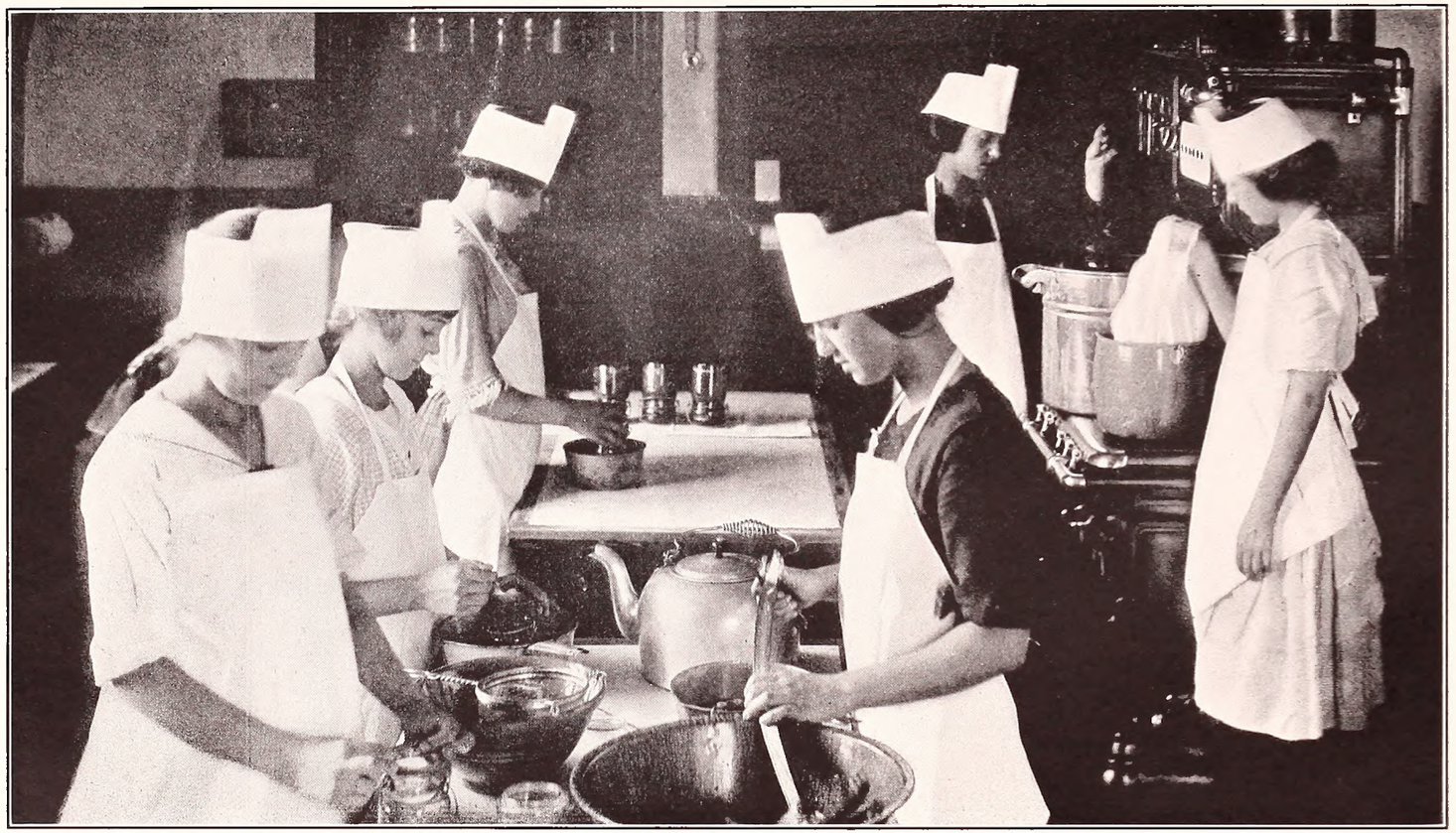


PLATE 17.—Girls bring surplus of vegetables and fruits from home to preserve for their Winter use.



TENDENCIES TOWARDS CONTINUATION SCHOOLING

In selecting Massachusetts as the state for a detailed consideration of the development of the Continuation School, we are actuated by the fact that this state had for many years been a leader in educational progress and because this state, through its thorough study of the relation between industry and education, was instrumental in the adoption of the Continuation School system of education at that time. The fact that it established the first continuation School in this country and because other states looked to Massachusetts as a leader for methods of reforming this school system, entitles her to particular consideration.

The influence of Massachusetts on other states may be summed up in a quotation from F. C. Ensign: Compulsory Attendance Laws. "In certain respects other states have passed beyond Massachusetts in the protection of children, yet almost every advance in the progressive development of child labor laws and compulsory measures for the education of the masses in America may be traced to this commonwealth or to the people whose ideas were shaped within her borders."

In Massachusetts, as elsewhere, there has been an intimate relation between child labor laws and educational laws. This seems reasonable for either is or may be affected by the other and this has been the case throughout the history of social advance in this country. It is almost necessary then to consider both when considering either one of them.

Massachusetts was the pioneer in child labor legislation, compulsory education and compulsory school laws, by enacting the

first laws in this country on these subjects. She has usually maintained this lead in the several stages of its advancement.

The beginnings of the educational system in Massachusetts dates back to the colonial period with an expansion due to the English tradition of education. Compulsory education was a requirement of the province school lasws and by the Massachusetts constitution of 1780 the legislature was given power to provide for the education of children and compel their attendance at school.

Manufacturing, especially of textiles, got an early start in Massachusetts and factories sprang up with rapidity, particularly at the time of the war of 1812. With the increase in the number of factories arose the protection of child labor. The question of the limitation of child labor was agitated for many years, until in 1836 Massachusetts passed her first law limiting child labor and providing for their education. It provides that after April 1, 1837, no child under 15 years could be employed in any manufacturing establishment unless it has attended some day school for at least 3 months during the preceding year. A fine was the penalty for offending this law but no provisions were made for the enforcing of it. An amendment in 1838 made a schooling certificate, sworn to before a justice of the peace, sufficient proof of age as far as the employer was concerned. This was the first form of schooling certificate authorized.

In 1837, the first state Board of Education was created in Massachusetts with Horace Mann as its secretary. New York State Board of Education had already been formed in 1784, Connecticut in 1839, North Carolina, 1825, Vermont in 1827, and Montana in 1835. The reforms in education in Massachusetts made under the leadership of Horace Mann are history and epoch making in the educational field.

However, he never favored compulsory school attendance laws, always maintaining the right of the parent to determine what the child should do. Yet, after experience with the free schools, he became resigned to the idea of state interference as the final solution of irregular and non-attendance upon schools.

The attendance at the schools was very lax and for many years appropriate means of enforcing attendance were neglected. Many suggested that all children be required to attend school regularly or be excluded completely. This means did not meet with favor but in 1850 a bill was passed authorizing each town to take care of its habitual truants between 6 and 15 years who were not employed and in 1852 truancy was punishable by a jail sentence.

The tendency of these laws was to punish the child for non-attendance rather than try to reform him. In 1852 Massachusetts enacted the first general compulsory attendance law in this country. It provided for the compulsory attendance of every child between 8 and 14 years at some public school for at least 12 weeks a year, 6 weeks to be consecutive, unless he can prove proficiency in common school branches or because of poverty of parent.

There were no means of enforcing this law and "from the day of its enactment until 1873 the history of the law is little more than a record of failures," said Perrin. However, it served the purpose as a means of educating public opinion.

To eliminate as far as possible the growing amount of truancy, the truancy laws were amended in 1862, making it mandatory for cities and towns to take care of its truants, but here again there was no way to compel the towns to enforce this law. In 1863 it was found that about ½ of the towns were disobeying the require-

ment that an elementary school be maintained for at least 6 months a year. It was found that child labor laws were generally ignored and local authorities were not enforcing them.

The legislature in 1866 passed another education-labor law specifying that no child under 10 years may be employed in a manufacturing establishment and that all working children between 10 and 14 years must attend some school for not less than 6 months each year. No child under 14 could be employed more than 8 hours a day. The child labor law for the first time was to be enforced by a state officer, a constable selected by the governor.

The general compulsory attendance law was changed in 1873 and required attendance for 20 weeks a year but the age limits reduced from 14 years to 12 years and attendance at half time schools provided. Enforcement was to be by truant officer acting under local school committees.

Almost every succeeding legislative term saw some act passed to provide for the welfare of the working child and to eliminate or remedy the various defects in the educational law.

In 1888 the school year was increased from 6 to 8 months and compulsory attendance required for children from 7 to 14 years for the full session and the minimum age of factory workers made 14 years.

The compulsory medical inspection law in Massachusetts was passed in 1906. It made it mandatory for every school committee to appoint a school physician who was to examine each child at least once a year. The state realized its obligation to guard the physical well being of its children, especially those who were compelled to attend school. In the same year it was provided that working certificates would only be granted if the child could read at sight and

write simple sentences in the English language with the proficiency as would enable him to be classified as in grade 2 in the elementary schools, the proficiency test being raised until in 1908 he would be of the 4th grade class.

In 1906, upon direction of the legislature of 1905, Governor Douglas appointed the now famous Douglas Commission to make a study of industry in the state and of the industrial aspects of education. A summary of the work of the Commission is here given,

" THE DOUGLAS COMMISSION "

The Magna Charta of vocational education in the State of Massachusetts was the report in 1906 of the Commission on Industrial and Technical Education, appointed by Governor William L. Douglas in the preceding year by authorization of the General Court. (Chapter 4, Acts of 1905) This Commission, with Carrol D. Wright, former United States Commissioner of Labor and President of Clark College as chairman, together with Judge Warren A. Reed of Brockton as vice-chairman, John Golden of Fall River, President of the United Textile Workers of America as Secretary, and other eminent leaders in industry, made an extensive study of juvenile employment in the Commonwealth. It was an epoch-making report, and for the Commonwealth of Massachusetts, it gave a clear concept of what trade education should be. Vocational education of secondary grade may be claimed as one of the primary results.

The subject of juvenile employment was studied under the following heads;

1. What the children of fourteen and fifteen were doing throughout the State.
2. What educational and economic value these years had been to the child.
3. What the educational and economic value of these years might have been.
4. What the economic status of these children was and how necessary was income to the child.

Up to the time of 1905, the States had released from its educational supervision the child at the age of fourteen. The child, who was no longer interested in school or who felt the stress of necessity for self-support, was forced to search for an opportunity to fit himself for

industrial responsibilities. There was no school that offered practical training until the worker was at least sixteen or eighteen and even then, they were few in number and frequently at a great distance from the child's home. It was necessary for these children to turn to the "practical school of life" for their training, only to find many of the doors of industries closed to them, either because they had no training or were too young. Even the unskilled industries of the better class were becoming more averse to the employment of the younger child. The result was that the 14 to 16 year old worker drifted into unskilled industry of the lower class which was generally of undesirable character.

The Commissioner presented such situations to the public, curious and unsuspected as they were, but not something too remote. They showed situations filled with danger to these workers, an amazing state of conditions of the 14 to 16 year old child who had left school without having completed the work of the elementary school.

The Commissioner found that 25,000 children between the ages of 14 and 16 were working in its state and of these only one-sixth had graduated from the grammar school.

(This is a rough estimate based on the number graduating for 2 years, the number entering high school for 2 years and the per cent of graduates that are 15 years or under.)

Five-sixths of the groups had not the training of the elementary school and over one-half had not passed beyond the seventh grade and one-fourth had less than six years of schooling.

(Statement of the age and grade of those at 14 and 15 who leave school before graduation is as follows:--39% of those who do not graduate leave at the close of the 6th grade or before; 64% of those who do not graduate leave at the close of the 7th grade or before; 89% of those who do not graduate leave at the close of the 8th grade or before).

Of the one-sixth that were graduated from grammar school, industry claimed three-fourths of them.

(Statement of the proportion of graduates of the grammar grades which enter the high school, go to work at once, or drop out of high school, is as follows:

81% of those who graduate from the grammar grades enter the high school
80% " " " " " " " " are under 16 years of age
50% " " " enter high school drop out within one or two years
60% " " " graduate from the grammar grades enter the business world without graduating from the high school, probably within one or two years)

These workers who entered industry had no preparation for the trades as the high school offered no industrial or vocational courses.

Of these 25,000 children in industry in Massachusetts, 33% were employed in unskilled trades and 65% in low grades industries, leaving little less than 2% in high grade industries.

(The number of children found in the various industries through the investigation are:

Unskilled industries
Juvenile 413
Milk 2,387
Factories 709

Low grade skilled industries
Milk 1,786
Factories 1,862

High grade skilled industries
Shop and mechanical trades 900

Making a total of 9,057

The investigation proved that the grades of industry were of undesirable order and had ill effects upon the future development of the working child.

It was reported that the class of family had little to do with the child's dropping out of school. That it was an age which brings to the child a desire to begin to do something, to produce, to become a factor in the industrial world. At the age of 14, youth is physically

ready and mentally anxious to cease imitating and to become creative. The theory that the parent put the child to work as soon as he could was found not to hold true except in few cases of the immigrant family. The child left school of his own volition and generally with parental objection. The responsibility of the school was great and the lack was found to be in the system, which failed to offer the child of fourteen continued schooling of practical character.

The great problem proved to be where to put the child in industry. The low class factories offorded less wage and less opportunities and did not lead to anything that meant development and growth. Department stores and errands were discovered as not giving a living wage and no opportunity for advancement, and were also distinctly bad influences since the young employee was so shifting and so unstable in character.

Of the children who commenced work from 14 to 16, 68% were subjected to the evil powers of unskilled industries or were in the mills. They had wasted their years as far as industrial development was concerned and in many cases they had forfeited their chance even to secure it, because of the lack of education. The wage value of the fourteen to sixteen-youth was not more than his educational value. The wage ranged from $2.00 to $5.00, seldom $6.00 in the most disagreeable industries.

The tendency of thought among employers was that untrained children were a great disadvantage in the shop or mill; that experienced help was much preferred, and that industry held no place for the apprentice or young helper. They urged that these children should be taught the principles of the trades. The fourteen to sixteen year old youth was physically and mentally undeveloped and irresponsible for

any work by the unskilled.

"The development of policy in the industrial world and the experience of educators show that the productive power of the child before fourteen is negative and that it has not the power to handle anything but the simplest process in the smallest and simplest way; that from fourteen to sixteen, youth is of productive power only for the large process of manufacture or for errand work, but that the child in these years by teaching may gain the principles of industrial work, which may be put into practice after sixteen; that,therefore,the training before fourteen could be in the simpler, practical lines only; that between fourteen and sixteen, it should combine the practical training in specific industries with academic work as applied to industrial problems, to develop intelligence and responsibility."

Summary:

In this extensive study of the fourteen and fifteen year old child, the Commission has shown the thousands of youth not in school; that the child who entered industry at an early age had little power or advantage for development; that the doors of progress were closed behind him for earning a fairly living wage; that there was a deteriorating influence of idleness and only unskilled employment in juvenile jobs available to them, together with the absence of either economic or educational value in such valueless experiences.

While the Commission did not specifically recommend the establishment of part-time schools, but at the same time as interested in full-time industrial schools, it revealed and made explicit the conditions which gave rise to the need of part-time schoolf for the fourteen to sixteen year group studied.

TABLES SHOWING THE STATISTICS GATHERED DURING THE INVESTIGATION.

TABLE NO. 1, 1906.

SHOWING THE SCOPE OF THE INVESTIGATION WITH REGARD TO THE INDUSTRIES AND THE YOUNG EMPLOYEES.

Industries.	Number of firms visited.	Whole number employed.	Number employed under 16 years of age	Number of employees visited between 14 and 24 years of age.
High-grade Skilled Industries				
Bicycle chains,	1	25	5	-
Book binding,	2	340	-	-
Building trades,	23	-	-	-
Carriage manufacturing,	5	380	-	-
Combs, horn and celluloid,	4	723	131	-
Electrical apparatus,	5	9,500	358	62
Fur,	1	14	-	-
Glass,	1	950	35	130
Gloves,	4	145	-	-
Lamps,	1	80	-	-
Lithographing,	3	1,300	32	-
Machinery,	15	9,010	194	350
Manufacturing chemists,	1	100	6	-
Millinery and dressmaking	43	1,179	21	54
Miscellaneous,	-	-	-	36
Needles,	1	170	-	-
Pianos and organs,	5	850	22	94
Printing and publishing,	5	2,144	28	98
Revolvers,	1	635	-	-
Shipbuilding,	1	4,000	30	41
Silk stockings,	1	250	9	-
Skates,	1	150	-	-
Stenographers,	-	-	-	57
Straw hats,	9	1,602	2	-
Tools,	2	190	10	-
Various trades,	-	-	-	127
Watches,	2	4,100	17	-
Totals,	137	37,817	900	1,049
Low-grade Skilled Industries				
Bleaching and dyeing,	2	1,560	72	-
Boots and shoes,	33	19,843	969	624
Brush manufacturing,	1	450	1	-
Carpets,	4	5,400	291	121
Chairs,	4	2,700	126	-
Hoisery and knit wear,	7	5,970	193	32
Jewelry,	10	2,435	117	111

TABLE NO. 1, CONT'D.

Industries.	Number of firms visited.	Whole number employed.	Number employed under 16 years of age	Number of employees visited between 14 and 24 years of age.
Leather binding,	2:	270:	31:	-
Leather tanneries,	8:	881:	10:	-
Machine operating,	45:	4,882:	185:	271
Miscellaneous,	-:	-:	-:	469
Rubber,	3:	2,900:	68:	75
Shirts,	2:	1,200:	50:	-
Silk and silk thread,	3:	2,450:	152:	246
Various factories,	-:	-:	-:	228
Wooden boxes,	3:	340:	14:	-
Woolen and worsted,	14:	18,525:	1,369:	193
Totals,	141:	69,806:	3,648:	2,370
	:	:	:	
Unskilled Industries	:	:	:	
Cans,	1:	600:	57:	-
Confectionery,	7:	1,842:	288:	155
Corks,	1:	15:	9:	-
Cotton,	24:	25,179:	2,028:	506
Department stores,	6:	10,080:	1,165:	368
Food products,	5:	1,575:	48:	102
Games,	3:	450:	26:	-
Glue,	1:	100:	-:	-
Heavy work,	-:	-:	-:	119
Laundries,	-:	-:	-:	26
Messengers,	2:	3,800:	248:	236
Paper and paper boxes,	16:	3,345:	146:	166
Rivet and stud,	1:	100:	-:	45
Thread,	2:	2,368:	359:	201
United States fastener	1:	216:	23:	-
Wire goods,	7:	1,614:	112:	116
Totals,	76:	51,284:	4,509:	2,040
	:	:	:	
Grand totals,	354:	158,907:	9,057:	5,459

TABLE NO. 2, 1906.

SHOWING THE CITIES VISITED FOR THE INVESTIGATION OF INDUSTRIES AND YOUNG EMPLOYEES.

Counties, Cities, and Towns.	Number of firms visited	Whole Number Employed	Number employed under 16 years of age	Number of employees visited between 14 and 24 years of age.
Essex County				
Amesbury,	5	1,160	25	-
Haverhill,	5	2,100	27	23
Lawrence,	5	12,620	1,495	-
Lynn,	8	11,550	315	310
Newburyport,	5	1,920	64	-
Peabody,	7	680	20	-
Salem,	5	2,256	158	-
Middlesex County.				
Cambridge,	17	3,900	157	531
Lowell,	13	18,350	655	500
Malden,	1	1,500	36	-
South Framingham,	1	400	-	-
Wakefield,	3	1,300	29	-
Woburn,	3	331	10	-
Suffolk County				
Boston,	137	25,155	2,442	1,329
Chelsea,	5	1,765	51	-
Dorchester,	1	700	-	102
Roxbury,	2	800	53	-
Norfolk County				
Norwood,	2	609	4	-
Quincy,	2	4,100	30	86
Plymouth County				
Brockton,	9	6,668	58	179
Bristol County,				
Attleborough,	11	2,755	139	111
New Bedford,	6	7,722	311	248
Taunton,	4	4,275	168	223
Worcester County				
Clinton,	4	4,800	195	-
East Douglas,	1	-	12	-
Fitchburg,	11	2,325	218	-
Gardner,	4	2,070	132	-
Leominster,	5	1,508	50	-
Northbridge,	1	600	40	-
North Upton,	1	300	-	-
Whitinsville,	1	1,750	19	-
Worcester,	21	7,225	452	733
Hampshire County				
Easthampton,	2	1,400	232	-
Florence,	2	1,250	50	141
Northampton,	2	750	34	-
Hampden County				
Holyoke,	6	5,761	590	490
Springfield,	18	4,812	454	208
Berkshire County				
Dalton,	2	340	7	-
Great Barrington,	1	550	6	-
North Adams,	10	4,850	257	245
Pittsfield,	2	1,900	45	-
Totals,	354	158,907	9,057	5,459

TABLE NO. 3, 1906.

SHOWING THE INDUSTRIES WHICH CHILDREN ENTER AT FOURTEEN AND FIFTEEN YEARS OF AGE, TOGETHER WITH THE NUMBERS FOR EACH, BASED ON THE AGE AND SCHOOLING CERTIFICATES ISSUED IN SEVERAL CITIES, IN 1904 OR 1905.

TEXTILE CENTERS.

Lowell.

Unskilled industries:-		
Cotton,	785	
Woolen,	328	
Hosiery,	234	
Mercantile (stores, etc.)	22	1,369
Low-grade skilled industries:-		
Boxes,	5	
Bleachery,	4	
Farming,	1	
Food products,	5	
Laundry,	19	
Leather working,	90	
Patent medicines,	3	
Rubber,	4	
Tube manufacturing,	16	
Mailing company,	3	
Wire working,	8	158
High-grade skilled industries:-		
Firearms,	10	
Hat making,	1	
Iron working,	14	
Steel working,	14	
Wood working,	13	52
Total,		1,579

New Bedford

Unskilled and low-grade skilled industries:-		
Cotton and silk,	952	
Stockings,	20	
Miscellaneous,	151	1,123
High-grade skilled industries:-		
Glass and silverware,		55
Total		1,178

TABLE NO. 3, CONT'D.

Taunton.

Unskilled industries:-		
Cotton,	164	
Stores, laundries, etc.,	8	172
Low-grade skilled industries:-		
Manufacturing (jewelry, buttons, etc.),		23
High-grade skilled industries:-		
Machinery,	23	
Printing,	2	
Cigar manufacturing,	2	27
Unaccounted for,		13
Total,		235

Boston.

Unskilled industries:-		
Department stores,	609	
Confectionery,	88	
Food products,	23	
Cans,	31	
Carpet,	28	
Hosiery,	57	
Metal goods,	12	
Thread and twine,	14	
Merchants (largely errand boys),	79	
Messengers,	154	1,095
Low-grade skilled industries:-		
Boots, shoes and leather goods,	232	
Brush,	16	
Cigars,	3	
Miscellaneous,	24	
Paper and paper box,	7	
Laundry,	1	
Mailing company,	24	307
High-grade skilled industries:-		
Clothing,	47	
Building,	5	
Drugs,	1	
Electricity,	9	
Machinery,	2	
Printing and publishing (book binding),	44	
		108
Total,		1,510

TABLE NO. 3, CONT'D.

COMMERCIAL CENTER.

Worcester

Unskilled industries:-		
Carpets,	21	
Cotton,	23	
Woolen,	15	
Wall paper,	4	
Messengers and errand boys in stores, etc.,	38	
Department and dry goods stores,	105	206
Low-grade skilled industries:-		
Bakeries,	10	
Boots and shoes and leather,	26	
Brushes,	2	
Clothing,	49	
Envelopes, paper novelties,	15	
Wire, screw and metal working,	124	226
High-grade skilled industries:-		
Book binding,	1	
Machinery,	38	
Printing,	2	
Foundry,	3	
Firearms,	6	
Drugs,	3	53
Unknown,		28
Total,		513

SHOE CENTER.

Brockton.

Unskilled industries:-		
Shoe findings,	52	
Miscellaneous (stores, bakeries, shoe stores, etc.,	48	
Messengers,	8	108
Low-grade skilled industries:-		
Shoe machinery,	8	
Paper boxes,	21	
Shoe manufacturing,	52	81
High-grade skilled industries:-		
Tailors and dressmakers,	3	
Building,	1	
Machinery,	1	5
Illegible,		25
Total,		219

TABLE NO. 3, CONT'D.

JEWELRY CENTER.

Attleborough

Unskilled industries:-		
Cotton,	36	
Errand boys,	2	38
Low-grade skilled industries:-		
Boxes,	2	
Bleachery,	3	
Jewelry,	91	
Wire and metal goods,	2	98
High-skilled industries:-		
Building,	7	
Machinery,	6	
Printing,	3	16
Total,		152

TABLE NO. 4, 1906

SHOWING THE INDUSTRIES WHICH CHILDREN ENTER AT VARIOUS AGES, FROM FOURTEEN TO TWENTY, BASED ON THE LOWELL, 1905, CENSUS.

	14 to 15 years.	16 to 17 years.	18 to 20 years.
At work,	1,428*	3,029	5,360
At school,	1,696	651	395
Totals,	3,124**	3,680	5,755
Mills:-			
Cotton,	448	871	1,460
Woolen (worsted, hosiery, carpet),	400	847	1,234
Totals,	848	1,718	2,694
Unskilled industries:-			
Brushes,	3	-	-
Food products,	-	13	19
Laborers,	60	155	222
Not stated,	102	96	164
Personal service,	50	54	117
Trade,	71	194	453
Totals,	286	512	975
Low-grade skilled industries:-			
Boots and shoes,	29	68	130
Boxes,	12	19	54
Clothing,	11	-	-
Furniture,	-	1	5
Paper and paper goods,	19	13	7
Print works and bleacheries,	16	41	67
Rubber,	-	-	2
Silk and silk goods,	-	3	4
Wooden goods,	-	-	5
Totals,	87	145	274
High-grade skilled industries:-			
Arms,	-	18	22
Apprentices,	32	107	97
Building,	-	9	65
Clothing,	-	36	83
Drugs,	-	2	12
Electropathy,	-	-	2
Electrical apparatus,	-	7	16
Machinery,	22	76	174
Metals,	9	22	45
Musical instruments,	-	4	7
Photography,	-	4	1
Printing, etc.,	-	10	29
Totals,	63	295	553

* Of these, 927 were native born and 501 were foreign born.

** Of these, 2,441 were native born and 683 were foreign born.

TABLE NO. 5, 1906

SHOWING THE AGE AND GRADE AT WHICH CHILDREN DROP OUT OF THE GRAMMAR SCHOOLS*

	Grade 9	Grade 8	Grade 7	Grade 6	Grade 5	Below Grade 5	Totals
At 14 years:-							
Boys,	450	1,164	1,357	1,047	765	591	5,374
Girls,	334	820	1,020	729	444	351	3,698
	784	1,984	2,377	1,776	1,209	942	9,072
At 15 years:-							
Boys,	351	540	350	254	116	71	1,682
Girls,	243	423	314	173	81	60	1,294
	594	963	664	427	197	131	2,976
At 16 years:-							
Boys,	146	147	87	27	47	7	461
Girls,	99	91	58	31	80	8	367
	245	238	145	58	127	15	828
Totals at 14 and 15 years:-							
Boys,	801	1,705	1,707	1,301	881	662	7,056
Girls,	577	1,243	1,334	902	525	411	4,992
	1,378	2,947	3,041	2,203	1,406	1,073	12,048
Totals at 14, 15 and 16 years:-							
Boys,	947	1,851	1,794	1,328	928	669	7,517
Girls,	676	1,334	1,392	933	605	419	5,359
	1,623	3,185	3,186	2,261	1,533	1,088	12,876

* These statistics are based on special reports from school superintendencies, representing 90 per cent. of the population of the State, and from two-thirds of the parochial schools.

TABLE NO. 6, 1906

SHOWING NUMBERS GRADUATING FROM GRAMMAR AND HIGH SCHOOLS, NUMBERS ENTERING HIGH SCHOOLS, AND NUMBERS GOING TO WORK*

	1901-02		1902-03		1903-04		1904-05	
Graduating from grammar grades:-								
Boys,	6,305		6,652		6,961		7,102	
Girls,	7,257		8,228		8,515		8,588	
Not segregated,	2,652		2,715		1,614		2,231	
		16,214		17,595		17,090		17,921
Entering high schools:-								
Boys,	4,901		5,116		5,416		5,783	
Girls	5,853		6,290		6,611		6,867	
Not segregated	1,578		2,156		2,163		1,566	
		12,332		13,562		14,190		14,216
Graduating from high schools:-								
Boys,	1,685		1,880		2,001		2,183	
Girls,	2,654		3,064		3,185		3,496	
Not segregated	751		730		788		113	
		5,090		5,674		5,974		5,792
Age and schooling certificates:-								
Boys,	5,313		7,265		6,905		7,302	
Girls,	4,441		5,898		5,996		5,872	
Not segregated,	5,129		5,547		5,598		4,183	
		14,883		18,710		18,499		17,357

* These statistics are based on special reports from school superintendencies, representing 90 per cent. of the population of the State, and from two-thirds of the parochial schools.

CONCLUSIONS AND COMMENTS ON THE DOUGLAS COMMISSION, 1906

1. "For the great majority of children.....the employments upon which they entered demanded little manual skill."

This conclusion was of great significance in the adoption of the Continuation School.

2. "Children who continue in school until sixteen or eighteen are able to enter upon employments of higher grades."

They will be more prepared to enter employment when a portion of the training given in school fits them for their particular job of profitable employment.

3. "The productive industries of the State including agriculture, manufactures, and building depend mainly upon the chance for recruiting their service."

The employment upon which many of our boys and girls enter on is still determined by chance and always will be. All our employment is by chance.

4. "The industries of Massachusetts need, in addition to the general intelligence furnished by the school system and the skill gained in the narrow fields of subdivided labor, a broader training in the principles of the trades and a finer culture in taste as applied to material, workmanship, and design."

Whatever may be the cost of such training, failure to furnish it would end more costly as these young people may become parasite burdens on society.

These conclusions by the Douglas Commission are sound, based on absolute facts, and of greatest importance to the development of the individual, from the standpoint of industries and from the State. The value of the arguments were recognized by educators and industrialists

and led to the establishment and maintenance of State-aided industrial schools.

RECOMMENDATIONS BY THE DOUGLAS COMMISSION

The Commission recognized the fact that there should be no interference with the school system.....yet it believed that the elements of industrial training, agriculture, domestic and mechanical science should be taught in the public schools and.....that there should be in addition to this elementary teaching, distinctive industrial schools.

It was the intention of the Commission to establish and continue a new type of education in day, part-time, and evening schools which would provide training in agriculture, domestic occupations and industrial pursuits.

LEGISLATION

As a result of these recommendations, the Legislature authorized the appointment of the Commission of Industrial Education to continue the investigation of its predecessor, the Douglas Commission, to initiate and establish vocational schools with the cooperation and consent of local authorities. This Commission was appointed for a three year term and during its life made the most complete investigation ever made of vocational schools in this country and abroad.

From these studies it was very evident that no school established up to this time could be used as a model and that an absolutely new type should be founded. The Commission on Industrial Education proceeded to put into effect the many of the recommendations of its predecessor commission. In the three years of its existence, it helped establish sixteen evening and four day vocational schools, representing the trades of industry, agriculture, and home making. Beverly and

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LIBRARY

Cambridge in October 1907 were the first two cities to start these schools. New Bedford, Taunton, and Waltham opened their schools a few weeks later. Trade extension work was offered in one or more trades in each of these cities and in Cambridge and Taunton homemaking was added. Two day-schools were opened in 1908, one at Montague and the other at Northampton. Montague presented agricultural courses and Northampton added carpentry and domestic science. The Montague school lasted but one year and the Northampton School organized under the leadership of Dr. Rufus W. Stimson has continued ever since, being the oldest State-aided day vocational school in Massachusetts.

Thus the pioneer work of State-aided vocational education was carried on under the supervision of the Commission on Industrial Education from 1906 to 1909. Several other schools other than those mentioned above were in the process of organization, which made a very effective start in vocational schools to be turned over to a new supervising management.

CONSOLIDATION ACT OF 1909, CHAPTER 457

By Chapter 457 of the Act of 1909, the work of the Commission was consolidated with the work of the Massachusetts Board of Education. The Board of Education was reorganized and Dr. David Snedden of Columbia University became commissioner of education and Charles A. Prosser was soon after appointed deputy commissioner in charge of vocations and Charles R. Allen as agent. The Massachusetts system of vocation has been the particular responsibility of these men. Vocational training rapidly has taken on a definite form and some success has attended the establishment of part-time schools.

INDUSTRIAL ACT OF 1911, CHAPTER 64

The Board of Education by Resolves of 1911 authorized an investigation to be made, relative to the need and practicability of part-time and vocational schools for working children and also for the need of establishing an apprenticeship system, especially for children between the ages of fourteen and seventeen.

The Douglas Commission called attention to the great need of educational and industrial training for the 25,000 boys and girls from fourteen to sixteen who had gone out from the public schools unprepared for their work and whose need of further training had been entirely ignored by our educational system. The Commission recommended new types of schools to be established. These were the pioneer vocational schools.

Massachusetts showed for the first time in an official way an interest in the practical vocational education of the adolescent by passing the Industrial Act of 1911, Chapter 471. This made possible the establishment of part-time schools for extending knowledge of the trades in which workers between fourteen and twenty-five years of age were employed. Local communities were further encouraged to establish the schools by the State paying one-half the cost of maintenance of the cities and towns furnishing building and equipment for these schools.

These schools were established in an experimental way in a few of the communities. Through the authorization of the Acts of 1911, Chapter 64, schools and conditions of youth were studied. It was recommended that they be made the means of working our courses of study and methods of teaching and to put into operation cooperative plans of part-time schooling as a substitute for the old system of apprenticeship.

As a result of the study and inquiry, specific conclusions were reached;

1. There was need for further development of part-time education in Massachusetts for the youth who had little or no opportunity for systematic vocational training.
2. Part-time education was practicable both from the standpoint of the industries and the school as a means of efficient instruction.
3. Legislation enacted by the Resolves of 471, Acts of 1911, were sound and fully adequate for further establishment and development of voluntary part-time courses on an efficient basis.
4. Provision should be made for the training of future vocational teachers.

ACTS OF 1913, CHAPTER 805

The Board of Education in respect to the study, recommended certain Legislations which resulted in the Acts of 1913, Chapter 805, permitting school committees to establish compulsory Continuation Schools for young workers between the ages of fourteen and sixteen years, regularly employed at least six hours a day, and with the approval of the State Board of Education, to make attendance thereupon compulsory. The Act stipulated that instruction should be given within the hours which ehildren are permitted by law to work, such instruction not to be less than four hours per week. The Act also provided that the State should, under certain conditions, reimburse cities and towns for one-half the cost of the maintenance of such schools.

Boston had been already operating a voluntary Continuation School for employed minors since 1910. In September 1914, this school opened under provision of the Act of 1913 as the first permissive-mandatory Continuation School in Massachusetts.

ACTS OF 1919, CHAPTER 311

As a result of the working of the permissive-mandatory Act of 1913 and as a result of the investigation held by the Boston Chamber of Commerce and the Industrial Commission, the work of the Continuation School proved effective. The results were commendatory. So valuable and excellent was the report of investigators that there was a tendency to extend obligatory Continuation Schools throughout the State. This took effect in the form of a referendum vote for establishing Continuation Schools. As a result, Continuation Schools were made compulsory November 14, 1919.

The law was not only enacted by Legislature but it had the approval of the people. The law required that communities in which there are 200 or more employed minors between the ages of fourteen to sixteen to have Continuation Schools. This number was based on certificates issued during the calendar year. Employed minors and those receiving home permits between the ages of fourteen and sixteen must attend Continuation School four hours or more per week of the working day while employed or twenty hours during unemployment. Cities and towns establishing Continuation Schools are reimbursed by the Commonwealth to the extend of one-half the total sum expended for the maintenance of these schools. Employers are required by law to cooperate with the school. Superintendents of Schools, city or town, and the State Board of Education are held responsible for these schools. These schools are known as State-aided schools.

Once organized and approved by the Massachusetts Board of Education, a Continuation School in any municipality throughout the State receives reimbursement from the State to the amount of one-half the net maintenance and cost of conducting the school exclusive of the charges for new equipment. The Massachusetts State Board of Education reserves the right to approve or disapprove of all Continuation Schools in the following particulars:

1. Organization
2. Control
3. Location
4. Equipment
5. Courses of Study
6. Qualification of Teachers
7. Methods of Instruction
8. Conditions of Admission
9. Employment of Children
10. Expenditure of Moneys

SMITH-HUGHES LAW

The Smith-Hughes fund, a sum of money donated by the Federal Government for the establishing and furtherance of vocational part-time education is available for all part-time schools. Continuation Schools are benefited pro rata according to the per capita population of vocational part-time schools. The fund is disbursed through the State Board of Education which acts in the capacity of a transfer agent. Smith-Hughes funds were designed primarily to reimburse the states establishing and maintaining part-time education, the purpose of which is "to increase the child's civic and vocational intelligence."

The Smith Hughes Law was signed by the President of the United States, February 23, 1917 and did a great service for the country by giving the organization of Vocational and Continuation Schools an impetus. Vocational schools had been in operation ten years when it was passed, but only a slight change was needed in Massachusetts to bring the vocational schools into conformity with the law. This is because Dr. Prosser, author of the Act, came from Massachusetts and was influential in shaping the educational laws of Massachusetts. The Smith-Hughes Act placed emphasis on teacher-training and helped to bring about an internal organization along differentiated lines within the Vocational Division of the Massachusetts Department of Education.

It was recognized in Massachusetts that the problem of securing a useable education was best solved for the majority of working children by giving some form of part-time schooling. Experience with part-time schools before 1919 demonstrated that they were not made available or that they did not reach these workers who needed them most. Some degree and some form of compulsory attendance at part-time schools held during usual working hours for employed youth of fourteen to sixteen years of age was indispensable; that is, if Massachusetts was to adjust her youth properly to their "civic and vocational responsibilities" and fit them for the most profitable participation in the work of the State.

Unless young workers were reached early in their employment and placed efficiently, there was great loss of their previous education in the elementary schools. The education acquired by all youth must be put to some use or some part of it is lost, the effort wasted and the money invested by the State of no consequence. Children lose what they acquire when they find no use for it, as much of their education has been lost in the past. Massachusetts educators felt that

when the child leaves the compulsory school for definite employment, employment should be part-time.

The Continuation School, therefore, was to serve this group of fourteen to sixteen year old workers, to help these boys and girls make the social, civic, and economic adjustment from the change from school to industry. The Continuation School was to afford these youths an opportunity to continue their general education with their industrial and to become more intelligent citizens; to help them get the most out of their jobs and to keep them in it, to aid them in a more intelligent selection of occupation, and to encourage them in more skilled trades. The service of the Continuation School in Massachusetts was to give instruction, counsel, placement in industry, and cooperative supervision of employment.

The referendum on compulsory Continuation School was passed at the State election, November 4, 1919. In September, 1920, when the law went into effect, forty-three schools opened with an enrollment of of 23,504 children.

The following table shows the difference in enrollment and number of schools as of five year intervals, 1917 to 1928:

1917-1919		1922-1923		1927-1928	
Schools	Enrollment	Schools	Enrollment	Schools	Enrollment
1	9,512	47	31,697	46	23,381

The decrease from 1923 to 1928 is due in a large measure to the industrial depression in its effect on juvenile employment in the last two years and also the diversified plan in the teaching of trades in the High Schools, keeping more children in the schools.

CONCLUSION

The present Continuation Schools of Massachusetts evolved out of the work of a group of educators, who felt that more education should be given to all youth and that for some, education organized on a part-time basis, would give better results. Education afforded the youth of the age of fourteen to sixteen was found insufficient to adequately prepare boys and girls for vocational responsibilities. Youth had not the foundation in the schooling he acquired before leaving school on which to build satisfactory and necessary citizenship. More expedient forms of education were necessary in order that the fourteen to sixteen year old worker would not become a detriment to society. The State felt it owed to society and to employed youth the furthering of education of the fourteen to sixteen juvenile workers and has accomplished this through the establishment and furthering of Continuation Schools.

Continuation Schools in Massachusetts are carrying on unique, important programs and activities. In these schools are found organized efforts to aid and guide the children of the Commonwealth who have become wage earners early in life and who squarely face the serious problems of adjustment from childhood to early manhood and womanhood.

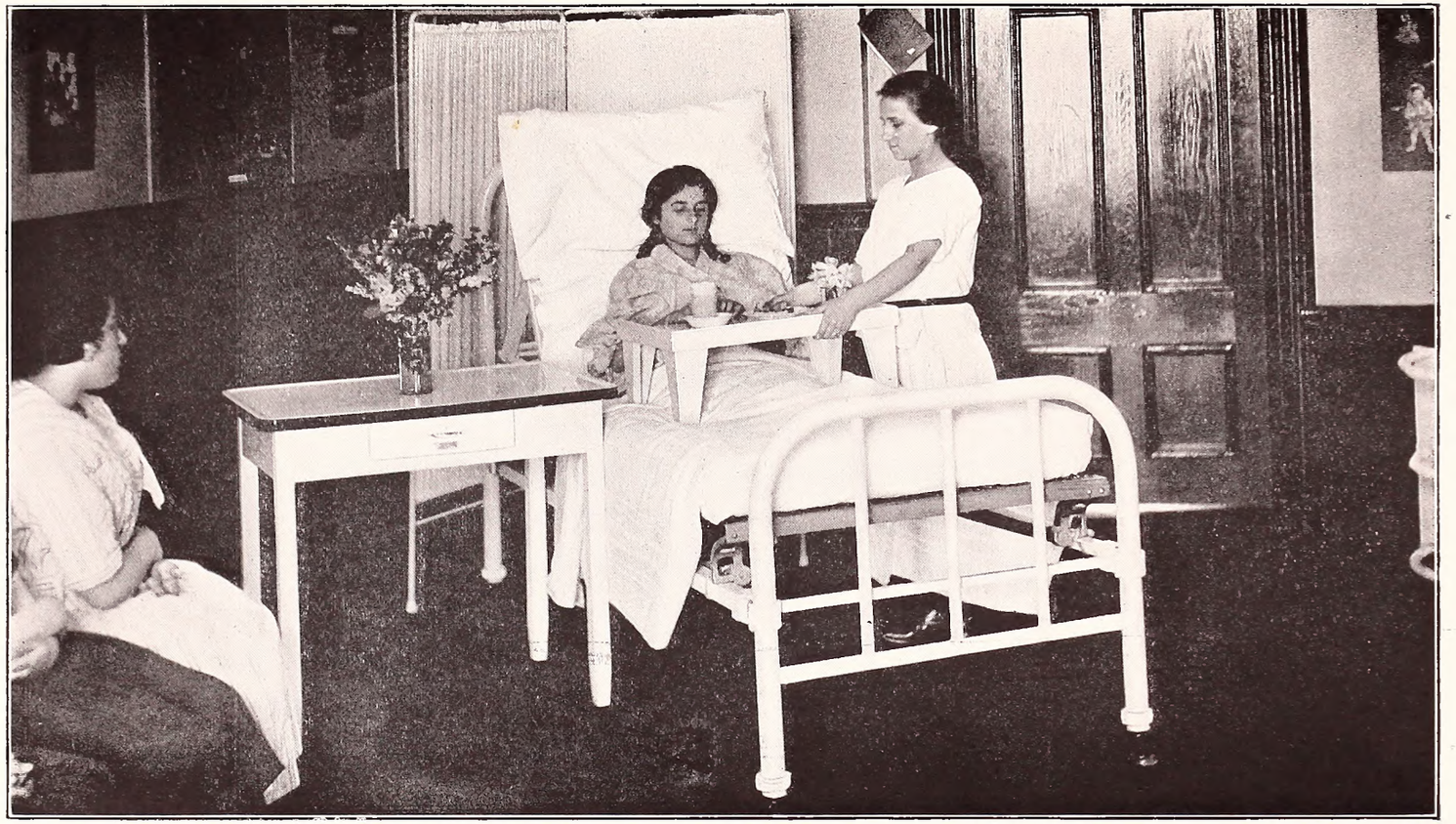


PLATE 19.—Home nursing. Serving the convalescent's tray, prepared in the home nursing class.

ESTABLISHMENT OF CONTINUATION SCHOOLS IN BOSTON

The name and idea of Continuation School was first made in Boston in 1905 by a treatise written by Professor Paul H. Hanus, of the Division of Education of Harvard University. Professor Hanus had spent a considerable part of a sabbatical year in Southern Germany and had observed the attempts to make educational influences more pervasive to the young people of Germany, especially the boys and girls who left school early. The monograph written by Professor Hanus was of great interest to educators of Boston as a piece of novel information of a curious description of the education of the youth of a people who seemed to have little in common with our conditions. It was unusual and strange to conceive that children should continue schooling after going to work. "America was at this time contented with the sums of money she was spending for educational endeavor rather than in appraising what she was getting out of educational enterprises. We gradually learned what we had not judged correctly our educational efforts and that we had been carried away by our conceit, when we looked across the water and perceived what the older nations were doing in the progress of education."

Boston educators well digested the thoughts of Professor Hanus and they are proud of their pioneer activity in the establishment of Continuation Schools for employed minors. They fully recognized the injustice of offering extended educational opportunities to all children who were financially able to follow their studies in the schools, in preparation for professional or business careers, and eliminating this opportunity for those less fortunate who were compelled because of economic pressure or other reasons to enter employment. When it was realized that the employed youth has exactly the

same right to an education as the more favored class whose entrance into industry or profession was delayed until he was better prepar ed, definite steps were taken in the establishment of Continuation Schools.

The first steps towards direct action were those of the Boston School Committee on May 6, 1909. The Superintendent was directed by the School Committee to invite the cooperation of leaders in industry for the purpose of establishing Continuation Schools in which young workers might receive part-time instruction that would aid them in their daily work. At a meeting held May 24, 1909, the order was unanimously passed. The following year, February 7, 1910, W. Stanwood Field was assigned to study conditions in Boston and report on the practical plans of establishing Continuation Schools. Schools in the vicinity and surrounding cities were visited. Employers were interviewed to gather their reaction towards the establishment of the schools, and almost without exception they were favorably impressed and expressed their desire to cooperate.

The directors of the New England Shoe and Leather Association voted at their meeting March 3, 1910 to cooperate with the Boston School Committee in the formation of Continuation Schools. As a result of this action, with the report of Mr. Fields, the Superintendent sent a communication to the School Committee concerning the establishing of Continuation courses in the shoe and leather industry. On March 16, 1910, the School Committee adopted these recommendations, and provisions were made for the securing of a classroom for pupils in the shoe and leather industry. A course of study was also suggested.

The representatives of the dry goods industry became interested also, and they were interviewed with the result that a Continua-

tion course for employees was established in this industry, April 11, 1910. This was followed by communications from representatives of the retail dry goods trade, who expressed a similar desire for classes in their industry. Classes were opened April 11, 1910 under the title of Preparatory Salesmanship for employees under eighteen years of age. Rooms were rented at a convenient meeting place for the workers at 41 Bedford Street. Classes were organized and a weekly program was put into effect. The workers were addressed by able men of various industries who pointed out to the juvenile workers the benefits that were being put before them and the opportunities that were at hand ready for them to grasp for their future development. By this method of lectures, a close relation was established between the class room and the business world.

There were twenty-nine firms represented in the Shoe and Leather class, fourteen in the Dry Goods class, and eleven in the Preparatory Salesmanship class, making a total of fifty-four firms represented. At the close of the first year, thirty-nine boys received certificates in the Shoe and Leather class, thirty-nine in the Dry Goods class, and sixty-eight in the Preparatory Salesmanship, a total of one hundred forty-six receiving certificates for the first year.

In September 1910, more dry goods firms were visited to interest more directors, with the result that one hundred pupils were enrolled for a course of fifteen weeks in Preparatory Salesmanship. The course proved so favorable that the time was extended to thirty weeks. In June, 1911, eighty pupils received certificates for their work in salesmanship.

The ages of these workers varied from fourteen to twenty

years. Their education varied also from the pupil of the sixth grade to the graduate of the high school. There was a marked difference in pupil's ability, from the most ambitious to the least interested; as a result, instruction had to be somewhat modified to meet their needs. The course of study included such material that bore direct relationship to the industry that the worker was interested in, but practical lessons in English, spelling, arithmetic, penmanship, color, and design were added. Practical talks on hygiene, dress, manners, and civic duties were also added.

All classes for workers employed in the shoe and leather industry, dry goods, and department stores started in 1910 were carried on through the years of 1911 and 1912 with additional interests by the school, employers, and the pupils themselves. There were increases in the number of pupils and in the courses offered. A banking course, a household course, and a non-English speaking course became a part of the curriculum.

The classes in English for non-English speaking youths met a great need for the workers in restaurants and hotels who were not able to attend schools in the evening because of their work. In 1913, the evening school law was so amended that illiterate minors between sixteen and twenty-one years of age might attend these classes in place of the evening school where their employment made such attendance more convenient.

The class in banking was discontinued in October, 1912. With this exception, all other courses have continued since that time. in 1912 and 1913, courses in clothing, retail shoe salesmanship, conversational Italian and conversational Spanish were added, and conversational French followed the next year.

The following figures showed educators, school authorities, and employers the interest and growth of the Continuation Schools:

1909-1910	172 pupils
1910-1911	221 "
1911-1912	483 "
1912-1913	1033 "
1913-1914	1313 "

These pupils were enrolled in voluntary courses. So much good work was done within the three years of the establishment of Continuation Schools for workers, that educators and employers saw their great value, especially for the youth between the ages of fourteen and sixteen. As a result the Legislature of 1913 enacted Chapter 805 which made it possible for school committees to establish Continuation Schools and compel attendance of all children working under employment certificate from fourteen to sixteen years of age.

The School Committee of Boston acted under these Acts of 1913 and made Continuation School compulsory for all juvenile workers between the ages of fourteen and sixteen obtaining employment certificates after January 1, 1914. The school did not open until September, 1914. During that time a suitable building was secured and equipped, courses of study were planned, and teachers to be employed were given special training.

Previous to the opening of the Continuation School in Boston, it was decided to study the particular needs of Boston, since the requirements would vary, depending upon the locality. It is readily seen that with different local conditions, such as type of industry, housing, playgrounds, density of population, characteristics of classes of people, the nature of the Continuation School must be such as to



PLATE 21.—Home nursing. Preparing milk for baby.

meet the special needs of the district. To this end Miss Louise Keyes made a study of a certain section in South Boston.

INVESTIGATION BY MISS LOUISE KEYES

Miss Louise Keyes, who was connected with the Girls' Division of the Continuation School, made a very interesting study of the working youth of the ages between fourteen and sixteen. For making the investigation, the schools, homes, factories, clubs, and libraries of the district were visited. The needs of the individual, the effect of the environment, the social desires, and the factory life from both the employers' point of view and that of the employees were bases of her study. It was found necessary to consider also the opportunities available for satisfying the child's need in the factory, in places of amusement, including picture shows, parks, libraries, gymnasiums, and clubs.

The factories visited were those employing large numbers of these workers representing the industry of the locality, such as machine shops, razor factory, candy factory, waist, and other manufacturing centers. The work of the schools was well known, but what the libraries were doing for these children was of great interest as cooperation with the library was a primary consideration.

In the district there was found a good expression of club organization, affording numerous diversions for the children. Classes such as millinery, sewing, orchestra, and social events held many of the girls. If more of the needs of the youthful age could be met through social intercourse, this club idea would prove to be of power and importance as an adjunct to the Continuation School. The club idea might be broadened in connection with Continuation School to

have supervised play and include more of the practical advantages to the youth. A study of the leisure time of the community manifested that most of these children did not know how to play; they did not know how to make use of their leisure time.

Various individual cases were studied and from ninety actual cases of work investigated, it was found that most of the jobs were non-energizing, that the children were often tired at work and that most children would be willing to study if the opportunity were given to help them progress. Home conditions made it necessary for many of the children to go to work, but on the other hand, lack of interest at school was a determining cause of leaving to go to work. Those leaving school and who were out of work, were often found idling in the streets. The need of guidance for their social life was as necessary to them as their industrial, as these boys and girls of fourteen to sixteen have no more knowledge of how to employ their spare time than they have of how to choose their vocation.

The conclusion drawn from such a study made evident the great need for Continuation Schools in particular working districts of Boston. There were many vicinities with equally as deplorable conditions of child labor as found by Miss Keyes in South Boston. Certain definite facts stood out from this investigation as of many others:

That most children held non-energizing jobs

That most children were restless, not ambitious, unstable in their jobs

That most children employ most of their leisure time idling in the streets, at movies, and at dance halls.

That most children left school because of
- economic need
- backward in studies
- elementary school not meeting their requirements
- dislike of school
- troubles of discipline
- physical development beyond years
- interest of fellow-chums at work
- lure of money and independence of home

That the rulings of Child Labor Committees had been the cause of discharge of many children.

That factories had eliminated the child problem by employing youths of eighteen to twenty

That employers are interested in having fourteen to sixteen year old attend school

That factories could be educated to realize the advantages of efficient labor and the gain to them in the establishment of compulsory Continuation Schools as a link between industry, school and child made not only for future development of the child but also for economic increase in industry.

Boston, through this effectual report and others of similar nature, realized that economic and social justice demanded an equal educational opportunity for the employed child as well as the child of the more favored class. It was shown that the employed youths of Boston were in great need of vocational and civic training and with this as an objective, Boston Continuation Schools were opened January 1, 1914.

Complying with the Acts of July 2, 1919, Chapter 281 of Massachusetts, Boston required, as did other cities of Massachusetts,

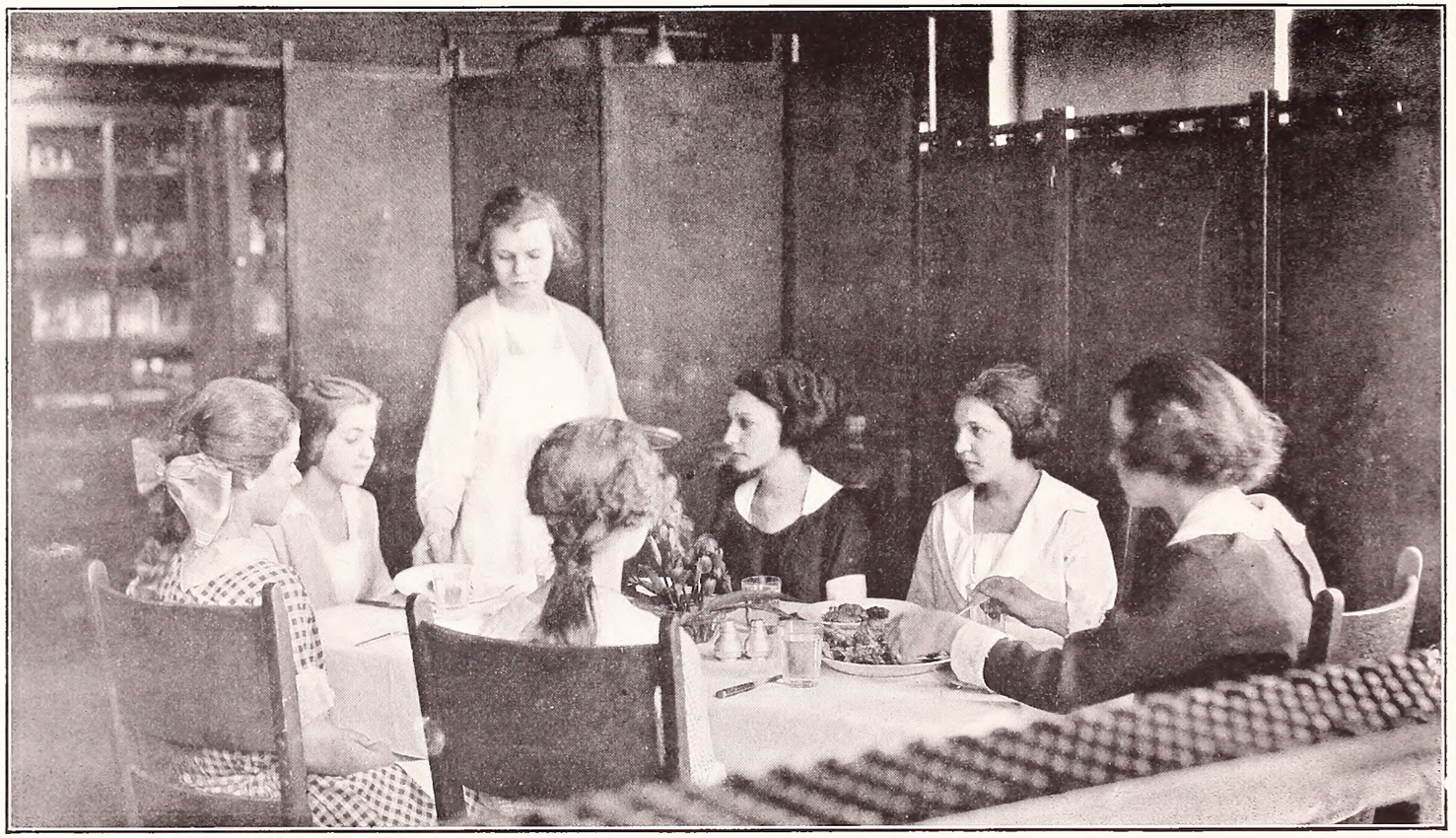


PLATE 18.—Serving the meal which the girls planned and prepared.



pupils to complete the sixth grade before they might leave the school and obtain employment certificates. By Acts of 1919, Chapter 311, Boston was required to maintain compulsory Continuation Schools for children from fourteen to sixteen years of age.

ORGANIZATION AND ADMINISTRATION OF BOSTON CONTINUATION SCHOOLS

CLASSIFICATION OF CHILDREN

Instruction pursued in the Boston Continuation School takes two forms, civic and vocational; the civic governing the rights, duties, andobligations of citizenship and the vocational based on the needs relating to the dominating industries and commercial activities of the city. The problems of vocational training are found in the commercial and manufacturing industries, as they employ the majority of young workers.

In addition to instruction in the industrial and commercial occupations, Boston serves a group of immigrant children. In spite of Americanization campaigns which are attempting to obviate the present herding of races, immigrants insist on living among their own classes. Their children are therefore handicapped to think clearly and quickly in the English language, being products of the non-English speaking parent. Coming from alien districts, with poor home environment, these children are forced at an early age out of school and compelled to go to work. The group constitutes a considerable percentage of the Continuation School pupils. Their handicaps can only be ocercome through efficient instruction in these part-time schools.

These employed minors are classified not only as to their civic, vocational, and racial needs, but also according to their

individual abilities, aptitudes, and acquirements, as:

1. Those fitted for particular kinds of work and those who have no apparent vocational ability.
2. Those with considerable ability for academic work and little ability for manual work; and those with unusual manual skill and little academic skill.
3. The abnormal child who possesses little mental or manual ability.
4. The normal child who has equal manual and academic skill.

FUNCTION OF THE SCHOOL

For these diversified groups of children, Boston has specified the following functions:

1. Training for future citizenship.
2. Review of the child's previous education with the purpose of emphasizing its importance.
3. The establishment of an efficient employment bureau to eliminate time wasted through unemployment and to place vocationally those fitted for particular jobs.
4. Vocational guidance and follow-up work.
5. Linking up of school work with the child's job whenever possible, thereby giving strictly trade preparatory and trade extensive training.
6. The introduction of prevocational activity as a means to discover the child's vocational aptitude through a series of prevocational experiences. These prevocational activities determine as well what the child is not fitted for.



PLATE 22.—Some of these girls have become milliners as a result of their training.



PLATE 23.—Milady's Hats—Not alone a saving in money, but an opportunity to be better dressed.

MANNER OF ENROLLMENT

Any child between the ages of fourteen to sixteen who elects to leave the elementary or high school to procure employment must fulfill certain requirements. To procure an employment certificate a child under sixteen years of age must obtain:

1. A certificate as evidence that he is at least 14 years of age.
2. A record from the last school attended giving proof of his completion of the sixth grade, and that he has attended the regular day schools at least 130 days since his 13th birthday.
3. A promise of employment signed by his prospective employer.

Having fulfilled these three essential requirements, prior to the granting of an employment certificate, the child must present himself for physical examination to determine his fitness to perform the duties of his elected employment. If the applicant passes the doctor's examination successfully, he is given an employment certificate for his future employment at the certificating office. The minor then proceeds to the Continuation School and is enrolled. He is assigned to attend on a certain day and hour. The employment certificate is then carried by the child to his future employer who employs the worker under the authority of the employment certificate to the provisions governing such employment.

BASIS OF COURSES OF STUDY

When the Boston Continuation School was established, October 1914, its problems and possibilities were uncertain and courses were necessarily established by borrowing from other existing vocational

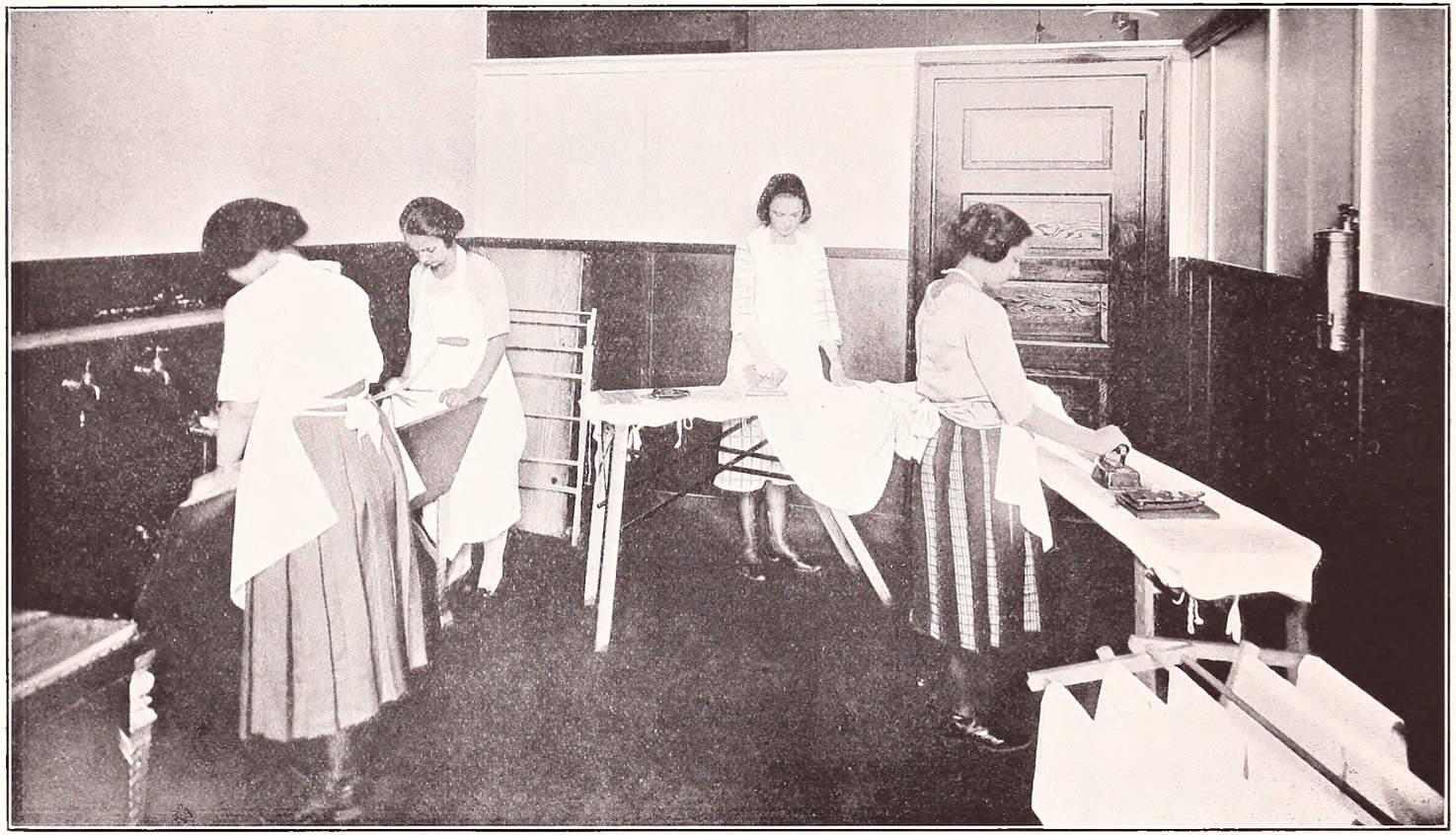


PLATE 15.—Clothing well cared for saves money and adds to the attractiveness of the wearer.

schools. These views were later altered by individual instructors who adapted the courses to meet the various problems of the school. Gradually, however, it became apparent that a new foundation must be established. Borrowed material and opinions of instructors were valuable but there were certain, definite factors, to which the course of study had further to be adapted to meet the problems of the workers of Boston. Some such problems as the following were studied for a basis of a course of study:

1. Short attendance of four hours per week.
2. Variation of previous academic education of pupils. Some had only completed the sixth grade while others had attended High School.
3. Pupils who had left school because of a dislike for study or disciplinary reasons.
4. Noticeable differences in pupils from the same grade or school as some had obtained previous prevocational instruction in vocational and trade schools.
5. The individual differences of the pupil, noting the physiological and psychological changes at this adolescent period.
6. Pupils employed in the various trades.

CLASSES

A pupil entering the Boston Continuation School is placed in the Entry Class where he is studied to discover his aptitudes, inclinations, and abilities. After he definitely manifests an interest in a particular industry or commercial work, the pupil is placed in a prevocational class which offers 75% of shop and related work and 25% cultural work. If a worker has shown a definite inclination to trade,

he is transferred to a trade preparatory class or trade extension of which 75% of the time allotted is also spent on shop and related work and 25% in cultural teaching. In the General Improvement classes, 100% of the time is devoted to further development of academic subjects, of which 50% is allotted to general review of the educational fundamentals clothed in interest factors, 25% in study to increase the child's capacity and 25% devoted to the discovery of interests and latent powers. Children who have not quite found themselves in relation to vocational interests are placed here. Workers who are out of employment spend four hours per day in the twenty hour class, furthering their abilities in their chosen vocational work.

Classes are small because of the individual character of the instruction given and because of the visiting work by the instructor. The maximum number of children in all general classes, is about twenty-two pupils and in the vocational class there are eighteen in number. Teachers generally work together connecting trade and academic work.

The fourteen to sixteen year old group lack industrial background by not having experienced, varied employment and so they are often handicapped, and lack vision in choosing employment for study in any of the classes. A study of vocations and the stimulating of the workers to elect a vocation for which they are fitted is one of the most important functions of the General improvement and prevocational classes. Therefore, transfers from course to course in the series of pre-vocational activities is encouraged. If at the conclusion, the child has discovered his vocational aptitude, the prior vocational activities have proven of great educational value.

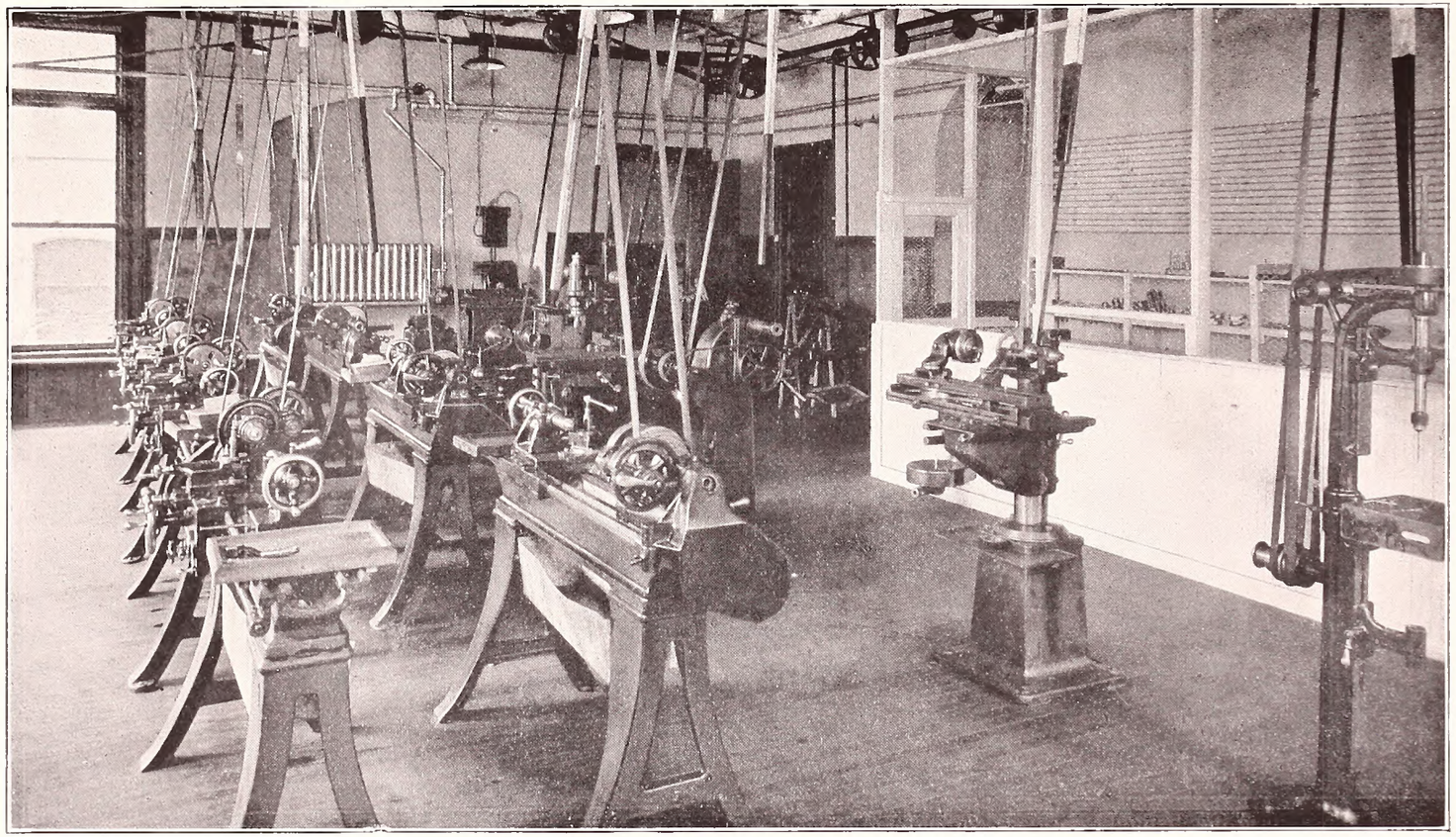


PLATE 1.—Machine shop with standard equipment.

ORGANIZATION OF COURSES

The organization of different courses in Boston is dependent upon the numerical enrollment in these various courses, which in turn is partly dependent upon the economic law of supply and demand operating in industry. Flexibility, therefore, in organization to consolidate, eliminate, or inaugurate new classes, is often found necessary.

The following chart is illustrative of the classes and time allotment to the various courses.

PROGRAM OF STUDIES

General Improvement Course

8 to 9 o'clock		Commercial correspondence, community civics
9 " 10	"	" arithmetic
10 " 11	"	Business spelling, commercial geography
11 " 12	"	" English, industrial and personal hygiene

Prevocational Trade Instruction

8 to 9 o'clock		Trade instruction
9 " 10	"	" "
10 " 11	"	Shop mathematics, industrial safety, personal hygiene
11 " 12	"	Trade and cultural English, spelling, community civics

Vocational Instruction

8 to 9 o'clock		(Trade instruction and extension of work in trade
9 " 10	"	(" " " " " " " "
10 " 11	"	(Related work in Mathematics, Civics, English,
11 " 12	"	(geography, or hygiene

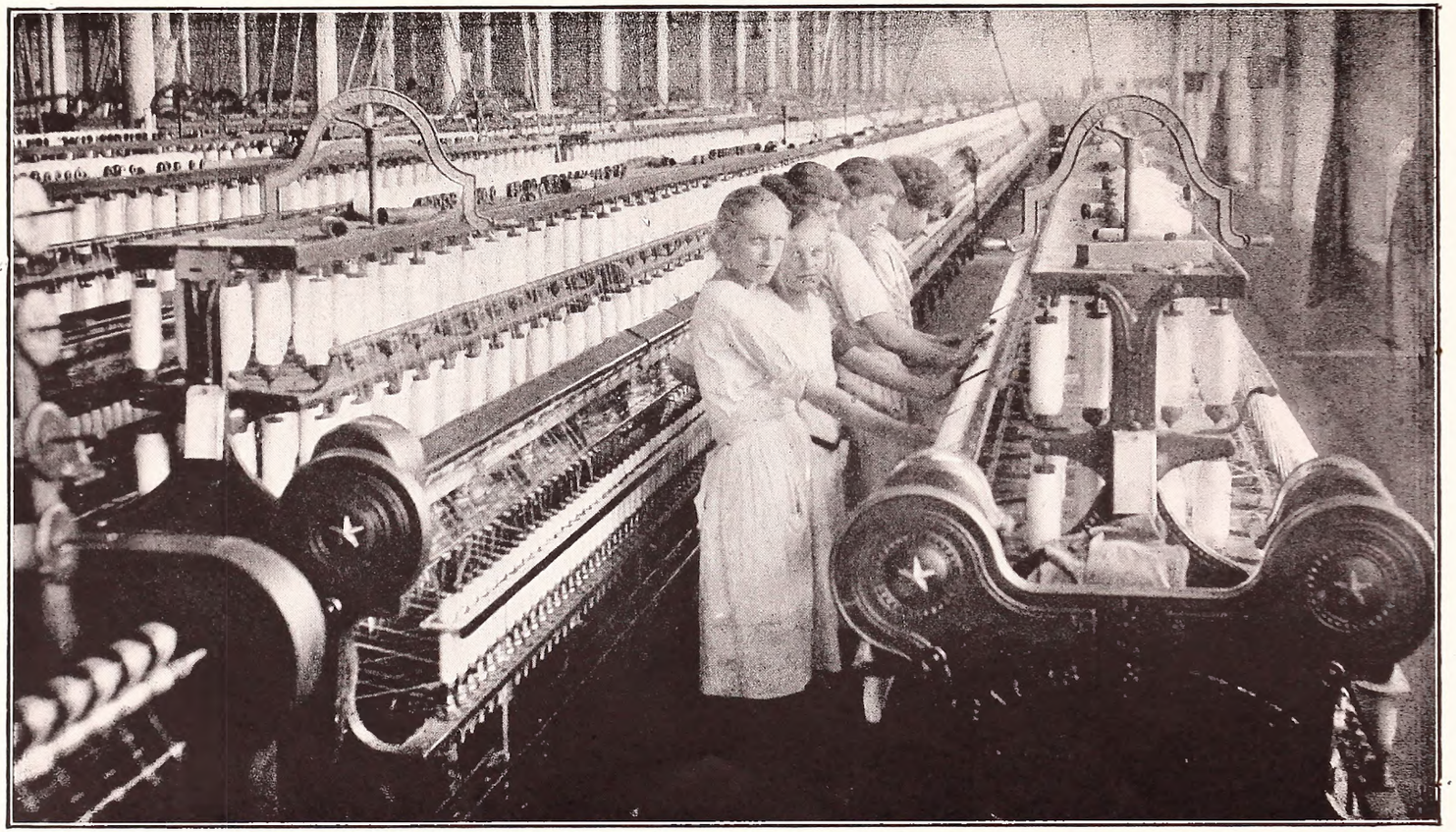


PLATE 31.—An instructor's visit to a mill on "Follow-up."

Of the subjects taught, civics, hygiene, and commercial geography are taught in class procedure. Mathematics, English, instruction in trades, and commercial subjects are taught by the individual method, which is based on the previous scholastic training of the student and is devised to meet the specific demands of progression in the trade, or the commercial vocation which the worker is pursuing. The short unit lesson is best suited to all subjects taught owing to the brevity of time the worker is at school.

COURSES OFFERED

The boys' division offer the following vocational courses:

Machine work, woodworking, electrical work, printing and bookbinding, sheet metal work, mechanical drawing for trade courses. Office routine, business practice, salesmanship, bookkeeping, and typewriting for commercial courses.

The girls' division offer the following vocational courses:

Power machine, millinery, dressmaking, cooking, sewing, household arts, home budgeting, and nursing for vocational subjects. Office routine, store merchandising, salesmanship, bookkeeping, and typewriting for commercial courses.

In addition to the vocational courses and relative works in English, mathematics, and geography, civic lession are taught. This is considered the most important single function of the Continuation School. The school realizes that if the child is not trained to take his proper place in the community, all other training is of little value. The Ethical training is greatly stressed in the Boston Continuation Schools and the teachers are constantly holding up before their



PLATE 28.—These people look fit physically and mentally.

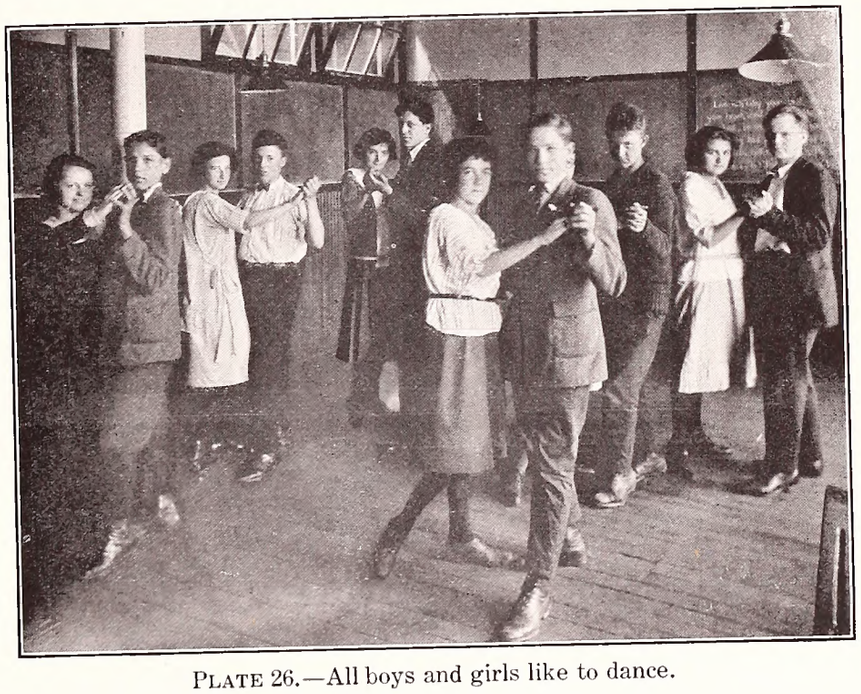


PLATE 26.—All boys and girls like to dance.

groups ideals of good citizenship which consist of proper relations of the young worker to his family, his employer, and his community.

FOLLOW-UP WORK

In order to give sufficient instruction in the Continuation School, an effective system of follow-up work must be inaugurated. Boston has a unique method of visiting work to the homes and to the places of employment by the teachers of the Continuation Schools. The purpose of these visits is to study the social and industrial atmosphere in which these children live and work. The information is of great value in furthering the instruction of these minors vocationally. The cooperation of employers which is highly desirable is obtained through these visits. As a result, employers become interested and sympathetic with their workers. Information received by the instructor in her follow-up visits to the industry may be utilized further in the instruction of the minors in preparing him for his next natural step in industry. Visits to the home are also of importance as the teacher becomes familiar with home conditions and is thereby better acquainted with her pupils in her judgment of his individual needs, so that she may aid her pupils by giving proper instruction, influence, and assistance.

The importance of follow-up work cannot be overestimated since the success or failure of the instruction in the school depends upon the information received through efficient follow-up visits. One-third of each teacher's time is given up to these visits to the home or to the industry.



PLATE 24.—"Know your line." These store girls are using the local Museum to study materials and designs which will make them better saleswomen.

GUIDANCE

Workers come to the Continuation School at a very impressionable age, the adolescent period. It is at a time when characters are being moulded and must be fortified against any wrong influence that may possess youth. Generally the young workers are influenced for good or evil by the older people with whom they come in contact. They have a strong tendency to imitate these older people, more often acquiring bad habits than good. The Continuation School is the one educational institution that supplies the needed guidance so necessary at this time both vocationally and morally. The school performs a noble duty in the instilling of high ideals in these boys and girls by its wise council and guidance.

Vocational guidance is given in reality andnot in theory by direct contact with industry. This is accomplished by tying up the school with the employment in so far as possible and also by the providing of opportunities for prevocational experience to help the young worker in choice of a vocation. The average child's entrance into industry is through friends or by parents with wrong impressions of industry, or through their own childish desires. This will always continue so, until the child is given a background from which he may make an intelligent choice.

This background is provided at the Continuation School not only through work in the prevocational and vocational classes, but also through talks, group discussions, addresses by leading men in industry and through conferences growing out of follow-up visits.

EMPLOYMENT BUREAU

There is a great need for an employment bureau in the Continuation school to reduce the period of unemployment and to advise and counsel vocationally these fourteen to sixteen year old workers. statistics have proven that juvenile delinquency is immeasurably decreased through the operation of an efficient employment bureau and the positive industrial information and stimulus to effort which the employment bureau arouses in these children serves a very beneficial purpose.

Approximately 20% of the Boston children hold from four to eight different positions annually in spite of the attempt to obviate this reckless abandonment of employment. The initial wage seems to be the lure which attracts these children to procure positions and often times to remain in unskilled work, when they might obtain a position more progressive. The high wage and the immediate value of their weekly remuneration seems to be the goal of their ambition, rather than obtaining a position with a low or medium wage which ultimately would lead to promotion and advancement. To guide these children out of these "blind alley jobs" into employment for which they are well fitted is the aim of the employment service. It can be readily seen that this type of cooperative service is of very great need and benefit to the workers.

The value of the employment department cannot be measured in terms of monetary results in spite of the large amount of money which it is saving the families of these poor children who if they did not attend the Continuation School would be compelled to procure employment at some private employment agency if not aided by friends or relatives. The educational and philanthropic benefits

of the employment department is of value to the community.

SUMMARY:

The aim of the Boston Continuation School has been "to increase civic and vocational intelligence of employed children." Boston continuation schools are bridging over the transitional period between theoretical school life and the practical life of the business world, and it presents opportunities for educational, vocational, and civic guidance and placement in a job. Each minor who attends the schools, anticipates his further place in civil and industrial society and is seeking to ameliorate his working conditions and to fit himself as a productive and contented member of civil society. Educational and vocational opportunities are given to these young boys and girls of Boston of fourteen to sixteen years of age to the furtherance of these anticipations. Boston continuation schools are guiding, counseling, and instructing these wage earners to make them more competent to cope with situations presented by industrial and civil society and to make them at the same time future, intelligent, progressive citizens.



PLATE 29.—In a life made up of commonplace tasks these young wage-earners enjoy a touch of beauty and the opportunity to relax.

NEW FIELDS AND FUTURE DEVELOPMENT IN MASSACHUSETTS

Vocational Education of Massachusetts has now had twenty years of approval upon its general aims, purposes, and many trends. Part-time schools are no longer an experiment but are here to stay and in some form are being spread, accepted, and successfully administered throughout the State. Along these established lines, progress has been widely diffused. The problems of the future are those of expansion and enrichment of service rather than the promotional problem of winning of acceptance. Continuation Schools are interested now in "refinement of method, of more painstaking adjustment with economic needs." In each of the fields there have been recent developments which may be accepted as an indication of the future progress of Continuation School.

There are new movements on the way for increasing the Continuation School time by legislative enactment. Proposals have been set forth to advance the four hour weekly requirement with a half-time plan. Such a plan would involve alternating the school work and employment on a cooperative plan. Tied up with this proposal of extending the time requirement is a plan for advancing the age of compulsory attendance at both full-time and Continuation Schools. Such developments are most likely to be the normal line of growth in the progress and furthering of education in the Commonwealth of Massachusetts.



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PLATE 2.—A continuation School Print Shop.

VOCATIONAL, PRACTICAL ART, HOUSEHOLD ARTS, AND GENERAL IMPROVEMENT COURSES IN CONTINUATION SCHOOLS

(General improvement academic work is carried on in every school)

Data concerning practical courses in the continuation schools of Massachusetts, School years 1920-21 and 1927-28

Place	Boys		Girls		Total		Where housed-------
	1921	1928	1921	1928	1921	1928	
Adams	185	125	208	169	393	294	School
Andover	-	38	-	36	-	74	High school
Attleboro	103	88	112	85	215	173	School
Beverly	90	49	55	41	145	90	School
Boston	4,715	3,231	3,045	2,507	8,120	5,738	Alone
Braintree	145	61	94	46	239	107	School
Brockton	231	136	196	140	427	276	High school
Cambridge	476	225	470	333	946	558	School
Chelsea	162	173	145	115	307	288	High school
Chicopee	286	150	287	222	573	372	High school
Clinton	171	81	153	145	324	226	Alone
Easthampton	142	49	142	117	284	166	Alone and in schools
Everett	116	109	109	156	225	265	Schools
Fall River	1,589	1,293	1,622	1,527	3,211	2,820	Alone
Fitchburg	339	160	307	228	646	388	High school
Gloucester	-	59	-	88	-	147	Alone and in school
Haverhill	268	147	211	140	479	287	Alone
Holyoke	544	255	574	369	1,118	624	Alone
Lawrence	1,075	499	1,107	367	2,182	866	High school
Leominster	147	103	154	175	301	278	Alone
Lowell	609	255	533	386	1,142	640	High school
Ludlow	115	56	140	69	255	125	High school
Lynn	279	251	217	246	496	497	High school
Malden	102	94	135	76	237	170	School
Marlborough	104	109	96	105	200	214	High school
Milford	-	65	-	67	-	132	School
New Bedford	1,153	1,089	1,243	1,167	2,396	2,256	Alone and in schools
Newton	-	-	-	68	-	68	High school
North Adams	209	122	157	95	366	217	High school
Northampton	133	63	147	147	280	210	School
Northbridge	122	66	113	77	235	143	School
Palmer	-	63	-	89	-	152	High school
Pittsfield	187	184	165	208	352	392	School
Quincy	102	88	45	60	147	147	High school
Salem	203	186	179	223	382	409	School
Somerville	188	142	84	110	272	252	School
Southbridge	154	84	170	100	324	184	School
Springfield	593	363	531	370	1,124	733	Alone
Taunton	292	186	282	208	574	394	High school
Waltham	107	74	83	66	190	140	High school
Ware	87	85	113	79	200	164	High school
Watertown	144	50	123	28	267	78	School
Webster	180	159	150	157	330	316	School
Westfield	98	55	111	81	209	136	Schools
Weymouth	65	11	55	9	120	20	School
Worcester	857	479	842	675	1,699	1,154	Alone and in schools
Totals	17,162	11,410	15,292	11,971	32,454	23,381	

MOST RECENT DEVELOPMENT IN MASSACHUSETTS

Legislation increasing the compulsory school attendance age from 14 to 15 years was urged by several speakers at a hearing, February 19, 1930, before the Legislative Committee on Education at the State House.

Senator J. Bradford Davis of Haverhill, chairman of the special commission, said in part that "Continuation Schools provide a bridge between the home and the industries. Although some industries have been opposed to Continuation Schools, they are now becoming more reconciled, and realize the advantages that accrued in getting better qualified children. The commission recommends raising the compulsory school age from 14 to 15, allowing superintendents of schools to transfer pupils to specialized schools and to allow superintendents, because of economic necessity, to certify to industry children of 14. These latter would be required to attend Continuation School four hours a week while employed. The second recommendation of the commission is to raise the grade requirement from sixth to seventh so that the provision might be in line with the increased compulsory attendance age."

Under the provisions of the third recommendation, superintendents would be authorized to give certificates for employment to minors of 15, who have completed the requirements of the seventh grade.

S. M. Graves, president of the Massachusetts School Superintendents' Association, said that his association felt that the "economic necessity" clause might be stricken out. Children of 14 who were certified to industry should attend school at least ten hours a week while employed, in the opinion of the association.

John F. Scully, superintendent of the Brockton schools, favored the commission's report with the recommendation of the superintendents, as did Cornelius F. Parker, representing the Massachusetts Civic League.

Thomas H. Bilodeau, legislative agent for the city of Boston, said that Mayor Curley believed in raising the compulsory school age. "The Mayor," continued Mr. Bilodeau, "felt that an industry which cannot get along without the 'sweat of children' is not worthy of the Commonwealth of Massachusetts."

Michael J. Downey recorded the board of Boston school superintendents in favor of raising the compulsory school age. J. J. Hurley, chairman of the Boston School Committee, and Francis C. Gray and Mrs. Elizabeth W. Pigeon, members, told of the Boston School Committee's indorsement of the superintendents' views.

Mrs. Pigeon also placed the Massachusetts State Federation of Women's Clubs on record in favor. Other organizations recorded in favor of the commission's report were the Massachusetts Federation of Churches, Massachusetts League of Women Voters and local leagues of that organization in Andover, Cambridge, Medford, and Springfield.

Others to favor the special commission's proposals were: Robert J. Watt, representing the Lawrence Central Labor Union; Michael Fitzgerald, Superintendent of Cambridge schools; Dr. Payson Smith, State Commissioner of Education; Mrs. Mabel Strong Lord, executive secretary of the Massachusetts Child Labor Commission; Joseph Cabral, president of the Massachusetts branch, A. F. of L.; Abraham Kalish, president of the Young People's Socialist League; Alfred F. Whitman, representing the Children's Aid Association; Miss Ethel M. Johnson,

Assistant Commissioner of Labor and Industries; Mary Gordon Thompson of the Women's Trade Union League; Hart Cummin, New Bedford Taxpayers' Association; Alfred Baker Lewis, Mrs. Leslie B. Cutler of Needham, Miss Mary Wiggin and Bernard J. Rothwell

NEW YORK CONTINUATION SCHOOLS

NEW YORK

The progress of educational and child labor legislation in New York established the result of many hard fought battles between conflicting forces. The manufacturers in this state were persistent in their efforts to prevent measures designed to ameliorate the conditions of the young workers and maintained for many years a lobby so effective that the legislatures were influenced by them. The reforms, of course, could not be postponed indefinitely and New York enacted such laws that placed her among the leaders in education and child labor legislation. The political machinations of those interested financially in the suppression of liberal laws to protect young workers had to give way under the steady march of progressive legislation designed to protect them.

The first compulsory education law of New York was not a general one but applied only to paupers. This law, passed in 1831, required children between the ages of 5 and 16 years who were in the county poor houses, "to be taught and educated in the same manner as children are now taught in common schools of this state, at least one quarter of the time, said paupers shall remain in said poor houses."

The problem of child labor was recognized very early by the state, but for many years the opposition of employers was such that child labor and educational laws were not enacted. In 1849 a bill designed to restrict the age at which children might work failed to pass. In 1853 a truancy bill was passed which required

all children from 5 to 14 years of age to attend school unless lawfully employed, but as there were no provisions regarding the restrictions on child labor, this law had practically no effect.

After years of agitation, the first general compulsory school law was passed in 1874. This law required the attendance of all children between 8 and 14 years at a school for at least 14 weeks a year, 8 of them to be consecutive. No child could be employed who was under 14 unless he had attended school the preceding year as required by law and had a certificate to that effect. This law was not enforced thoroughly because of lack of sufficient officials to enforce it and the general opposition to it and according to the report of the Superintendent of Public Instruction in 1887, the proportion of children attending school then was less than before its enactment. This law, however, although not effective, was a step forward in the development of education.

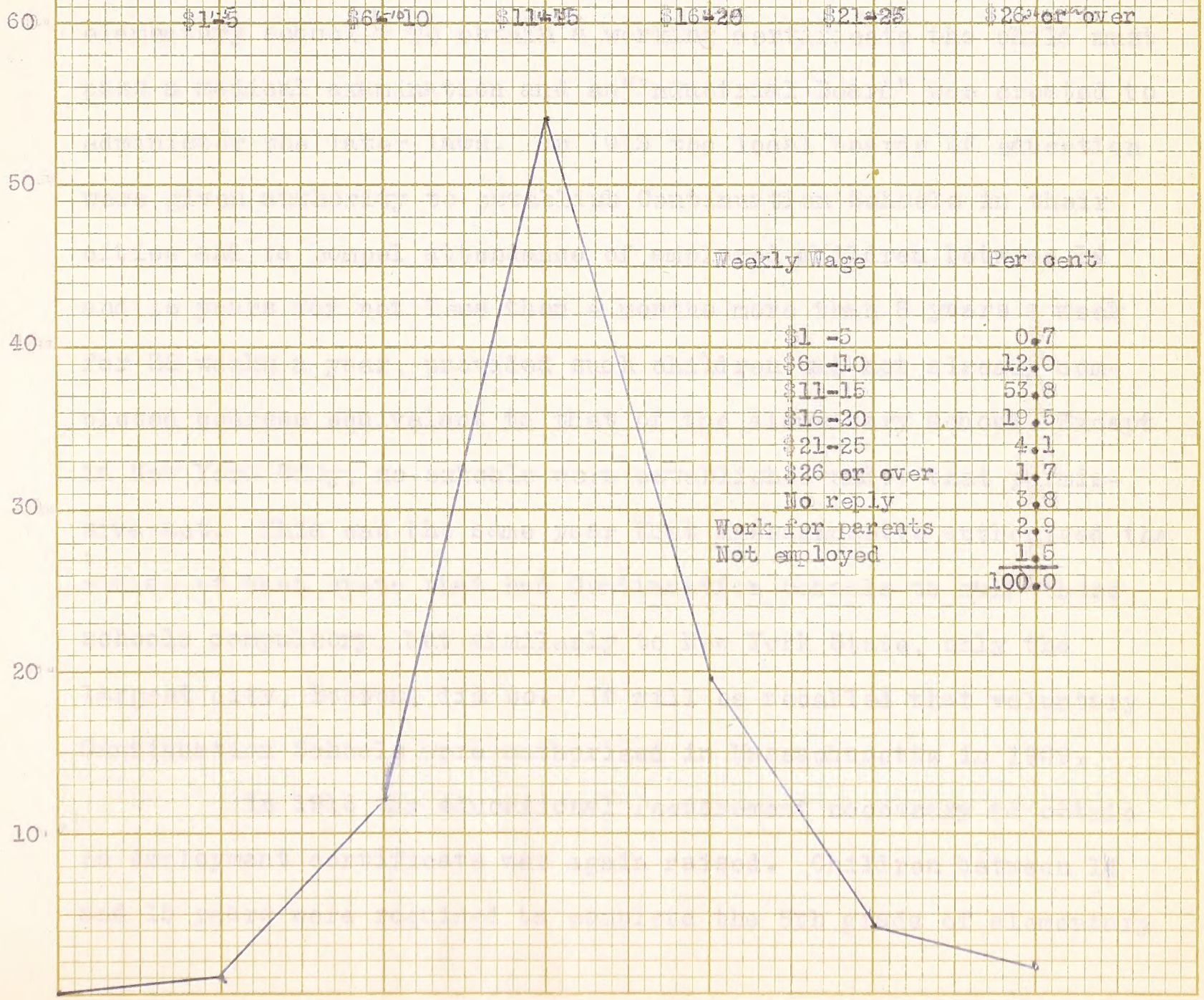
Again a struggle between the manufacturers of the state and the advocates for further protection for children took place. In 1884 it was estimated that there were 75,000 children less than 14 years of age employed in manufacturing industries in the state. In 1886 a law that was entirely inadequate to remedy the condition was passed, but here again was another step in the advancement of progressive legislation. This law forbade the employment of children under 13 in factories and restricted the employment of those under 18 years to 60 hours in one week. The law of 1889 raised the age limit to 19 years and if the child was unable to

read and write simple sentences in English, he could not be employed until he was 16 yeard old.

Twenty years after the first compulsory law was passed a second one was enacted which was much more effective, one that was considered as being the best law on the subject in any of the states. This law required all children between 8 and 12 years to attend school during the entire session. Those between 12 and 16 years were to attend unless regularly employed and those between 12 and 14 years were to attend at least 80 days each year. The appointment of local truant officers was required to carry out these provisions and it was to be considered a misdemeanor for any employer to employ a child between 8 and 14 years during any part of the school session or any child between 12 and 14 years unless he presented a proper certificate.

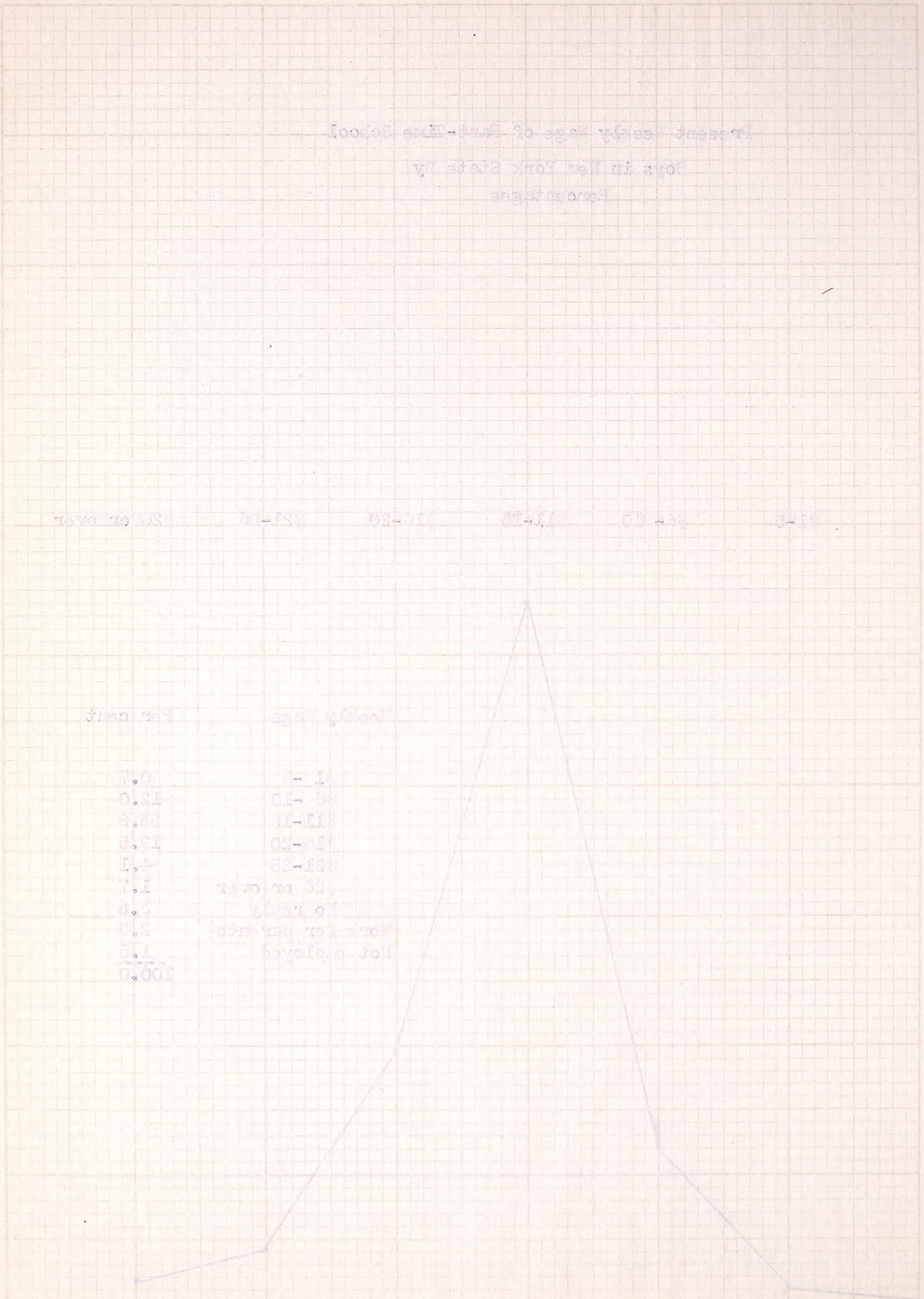
It was not until 1903 that harmony between education and labor was accomplished, although the close relationship between the two was recognized very early. The opposition of the manufacturers to this union was strong enough to delay progress for many years. The act of 1903 was a very important one on children's legislation for it brought together in harmony for the first time, the educational and labor laws. By this law no child under 14 could be employed in any factory,and those under 16 were required to have a certificate issued by a health officer. Before this certificate was issued the child had to produce his school record showing that he had attended school for at least 130 days during the year preceding his 14th birthday, that he was able to read and write simple sentences in English and show his birth certificate

Present Weekly Wage of Part-Time School Boys in New York State By Percentages



Weekly Wage	Per cent
$1 -5	0.7
$6 -10	12.0
$11-15	53.8
$16-20	19.5
$21-25	4.1
$26 or over	1.7
No reply	3.8
Work for parents	2.9
Not employed	1.5
	100.0

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as proof of his age.

In 1910 working boys, in the larger cities, between 14 and 16 years were required to attend evening schools at least 6 hours a week for 16 weeks each year. This law was very unpopular with both the boys and authorities and was never enforced.

The lack of activity on the part of officials in not enforcing these laws and the widespread disregard for them by all classes of people led to the passage of the law of 1912 and 1913. Children were, under these laws, required to attend school until they were 16 years old unless they had completed the 6th grade of elementary school. To obtain a working certificate the child must pass a medical examination and an"Industrial Board" was created to administer the later laws. In 1913 the local boards of education were given authority to establish Continuation Schools in their cities and to compel attendance of employed children between 14 and 16 years for not less than 4 months more than 8 years a week for 36 weeks a year, provided such children had not already completed courses equivalent to that of the elementary school. Except in New York City, no schools were established under that permissive act. This was the same year that Massachusetts authorized the cities of that state that had Continuation Schools to make these schools compulsory, but similarly to New York State, only the largest city, Boston, did so. It will be recalled that voluntary Continuation Schools were authorized in Massachusetts in 1909.

In 1916 the educational requirement necessary to obtain an employment certificate was again raised. Children between 14 and 15 years were required to complete the 8th grade of elementary

school to obtain one. The following year the period of school attendance was increased to 180 days a year, instead of 160 days as previously. And in 1918 an interesting law was passed. This provided that those children between 16 and 21 years who could not speak, read and write English as required for the completion of the 5th grade of elementary school, had to attend some day or evening school. An employer could meet the requirements of this act by organizing acceptable classes in his own shop, store or plant.

New York City had made a notable success with her Continuation Schools, but it was realized that the voluntary Continuation Schools could not solve the educational problem of the working child. It was estimated that in New York City alone there were 58,000 children between 14 and 16 years that were employed and that 37,000 of them had not completed the elementary school. The only solution of this problem seemed to be in compelling the children to attend school. Therefore, pressure was brought to bear with the result that in 1919 New York passed a Continuation School law providing for Continuation Schools throughout the state.

VOCATIONAL EDUCATIONAL LAW OF 1919

In May 1919 a bill was introduced to the Legislature of New York State providing for the establishment of part-time schools. The law required each city having a population of 5,000 or more in which there were at least 20 children between the ages of fourteen to eighteen years who were not in regular

attendance at day schools to establish part-time schools for these children. The regular attendance was for thirty-six weeks a year and a rate of not less than four and not more than eight hours per week.

At first it appeared that the law would pass without much trouble but later difficulties arose such that Governor Alfred Smith was persuaded to send a special message to the Legislature urging its passage. The bill was passed two days before the end of the session and soon after it was signed by the Governor. The vocational law has often been called "The Children's Charter" because of the fine guarantees it makes to all children of the State.

In the act of 1919, the Legislature required the Regents of the University of the State of New York to establish regulations to govern and regulate the administration of part-time schools and allowed local boards of education to establish such regulations as were necessary but which should not conflict with those of the Regents.

RELATION WITH OTHER STATES

When the compulsory part-time schools started in operation in New York State in September, 1920, there were eighteen states conducting continuation classes. Wisconsin enacted its compulsory law in 1911, Pennsylvania in 1915, and sixteen other states, Arizona, California, Illinois, Iowa, Massachusetts, Michigan, Missouri, Montana, Nebraska, Nevada, New Jersey, New Mexico, Oklahoma, Oregon, Utah, Washington, and New York in the year 1919.

AMENDMENTS TO LAW OF 1919

The original law enacted in 1919 was believed at the time to be satisfactory for a number of years but in 1924 and in 1928, it had to be amended to eliminate defects and to make necessary changes due to the arising of unforseen conditions.

AMENDMENTS, 1924

The law of 1919 required each city having a population of 5,000 or more in which there were at least twenty children between the ages of fourteen and eighteen years who were not in regular attendance at day schools to establish part-time schools. It was found after four years experience that many school districts did not have enough attendance at part-time schools to warrant the employment of a full-time teacher for boys and a full-time teacher for girls. Where a part-time teacher was employed the results were not satisfactory. Therefore, the legislation in 1924 amended this section of the law so that these districts were required to maintain part-time schools only if there were at least two hundred children between the ages of fourteen and eighteen who were not in attendance in regular full-time schools.

At the same time, permissive powers were granted to local boards of cities or districts having a smaller number than the required, to establish such schools. It is interesting to note that a number of boards of education decided to operate under this permissive section of the law, namely those of Canadaigua, Norwich, Port Washington, Johnson City, Tarrytown and Waverly.

As was originally planned all school districts were re-

quired to establish sufficient schools before September, 1925, to provide instruction for all these children between fourteen and eighteen years of age. By 1924, it was found that this would be impossible. Therefore, in 1924, the Legislature also passed an amendment requiring accomodations and classes for those under seventeen years of age before 1925 and extended until September, 1928, the time in which those of eighteen years of age before 1925 should be taken care of. This meant that three additional years were given to make provision for the seventeen year old group and it was hoped that by 1928, all children from fourteen to eighteen years could be satisfactorily accommodated in part-time schools.

NEW INVESTIGATIONS

In 1926, the Commission of Education appointed a committee to study the part-time school problem under the added amendments. The committee consisted of representative of schools, of industries, of labor unions, of child labor committees, and of representatives of most every organization interested in the question.

AMENDMENTS, 1928

Because of a large increase in the number of the fourteen to seventeen year old group each year, it was found difficult to provide facilities for this group, and it was believed unwise to attempt this for the 100,000 or more boys and girls of the seventeen year old group. At this time also, there was considerable agitation against the compulsory feature of the Continuation School law. Attempts to substitute attendance at night schools for the day schools failed to pass the Legislature. To entirelyclear up any misapprehen-

sion that might exist in substituting attendance at night school for part-time school, the law was amended so as to state definitely minors under eighteen must attend a full-time day school or else a part-time day school.

However, in 1928, the Legislature lowered the age limit requirement at part-time schools from eighteen years to seventeen years, thus making compulsory attendance between the ages of fourteen and seventeen. The law also exempted graduates of a four year high shcool course from required attendance at a Continuation School. The population requirement was again changed in this law. The provision for establishing Continuation School was made applicable to those cities having a population of at least 20,000 at the last United States census and to school districts having 200 or more employed minors under seventeen years of age. The board of education gave to the city of district of smaller population, the power to require attendance of minors at part-time schools. The hours of attendance remained the same as the law of 1919, not less than four and not more than eight hours, but added, 20 hours a week while employed.

HOUSING

The Regents required that these part-time schools be specially organized and that they must not be held with the regular full-time elementary or high school, except with special approval. Continuation Schools may be established in public school buildings, special buildings, or in commercial establishments, but wherever established, they must be a part of the public school system and controlled by the local board of education. The amendment of 1924

allowed anyone employing children between the ages of fourteen and eighteen to establish and maintain private, part-time schools or classes and that these classes may be accepted on parity with the public Continuation School classes. These private classes must, however, meet with the approval of the Commissioner of Education.

Much interest was manifested by the heads of the larger industries in realizing the great advantage of classes within industry. This schooling gave to children opportunities to learn the trades and become skilled in them, offering opportunities for advancement as new workers were constantly being added by the companies. These schools also trained the children in citizenship and general subjects along with the line of the particular trade. It also opened up a source of supply for prospective foremen acquainted with the companies' methods and products. More than a dozen larger companies have opened such schools representing varied types of employment from banking to knitting. In these private schools, the children are usually paid for the time spent in attendance and they have the advantage of having expert instruction in vocational subjects connected with the industry where they are working.

HALF-TIME SCHOOLS

Upon the request of an employer or group of employers, the local school authorities were given permission by the Legislature in 1928 to substitute a half-time system of employment and as a result attendance was required at Continuation School for groups of employed children of specified occupations. There has been much controversy over the efficacy of such a system of schooling. As yet it is impossible to judge from actual results, for the permissive act was passed

too recently to allow this. There are a number of other provisions dealing with the Continuation School. In 1924, the law provided that the children's court shall also have jurisdiction over action brought under the Continuation School law; in the same year, these schools were required to employ at least one full-time teacher; in 1928, the Legislature provided that the basis of distribution of state equalization quota will be determined by attendance in Continuation School. The old law didn't provide State aid.

AIMS

The New York Continuation School states as its aim "to provide vocational training and guidance for employed boys and girls who have left the full-time schools."

The Continuation School offers three kinds of training for the vocations,----trade finding or tryout courses, trade preparatory or introductory vocational training, and trade extension or supplementary to the job at which the pupil is employed. The aims of these courses are to aid the boy or girl in making an intelligent occupational choice, to instruct in the proper use of tools, materials, and processes of trade, and to give training in performing specific work more efficiently so as pupils will advance to higher jobs.

In the guidance program an attempt is made to help the pupil to discover his abilities by testing, observation in the classrooms, shop, home, and employment, and then to develop these abilities so as to produce a well-trained self-supporting, self-respecting, loyal, intelligent, and useful citizen.

The primary objective of the Continuation School of New York is to aid the youth to choose an occupation wisely, to enter upon that occupation with little waste effort and to advance in that occupation as rapidly and as efficiently as possible. In short, it is to bridge over the time between leaving of school and the time when the youth actually takes up life affairs.

Dr. William J. O'Shea, Superintendent of New York Schools says: "The Continuation School fills the need of providing during the working day a modicum of the education enjoyed by the more privileged children who can stay in the full-time school; and at the same time offering a variety of vocational courses and an array of counseling service, such as would guide the boy or girl into a profitable, wholesome, and congenial vocation."

COURSE OF STUDY

To carry out the aims of the Continuation School and to meet the requirements of the law, New York part-time schools have organized a curriculum in which two hours are devoted to some vocational subject and two hours to the related subject matter which will increase the vocational intelligence of the young worker. The core of the course of study is the vocational subject. Everything else is built around it. In the related class, the instruction is based upon the project at which the pupil is working in the vocational room. The mathematics of the shop, trade terms, tools, materials, English, trade information, science, industrial hygiene, and safety, American and industrial history, civics and economics are all treated from the vocational point of view. New York educators feel, because of the "short time contact", the Continuation School can only teach that which has a

practical value in the life of the student, or is closely related to the particular job he is doing in the occupation of his choice.

The whole Continuation School program of New York has a definite vocational education objective, the culmination of which is the entering upon and training in a specific trade or vocation.

CONCLUSION

The Continuation Schools of New York State have been organized for ten years. There is no question but what noteworthy progress has been made within this time. During the past school year, 1928-29, there were registered in the part-time schools of the State, 164,905 boys and girls, fourteen, fifteen and sixteen years of age. During the first year, 1920-1921, of the operation of such schools, the total enrolment was 30,236. The following table shows the steady and phenomenal growth of attendance in the schools.

SCHOOL YEAR	ENROLMENT
1920-1921	30,236
1921-1922	48,538
1922-1923	58,198
1923-1924	89,198
1924-1925	110,566
1925-1926	128,919
1926-1927	158,603
1927-1928	168,377
1928-1929	164,905

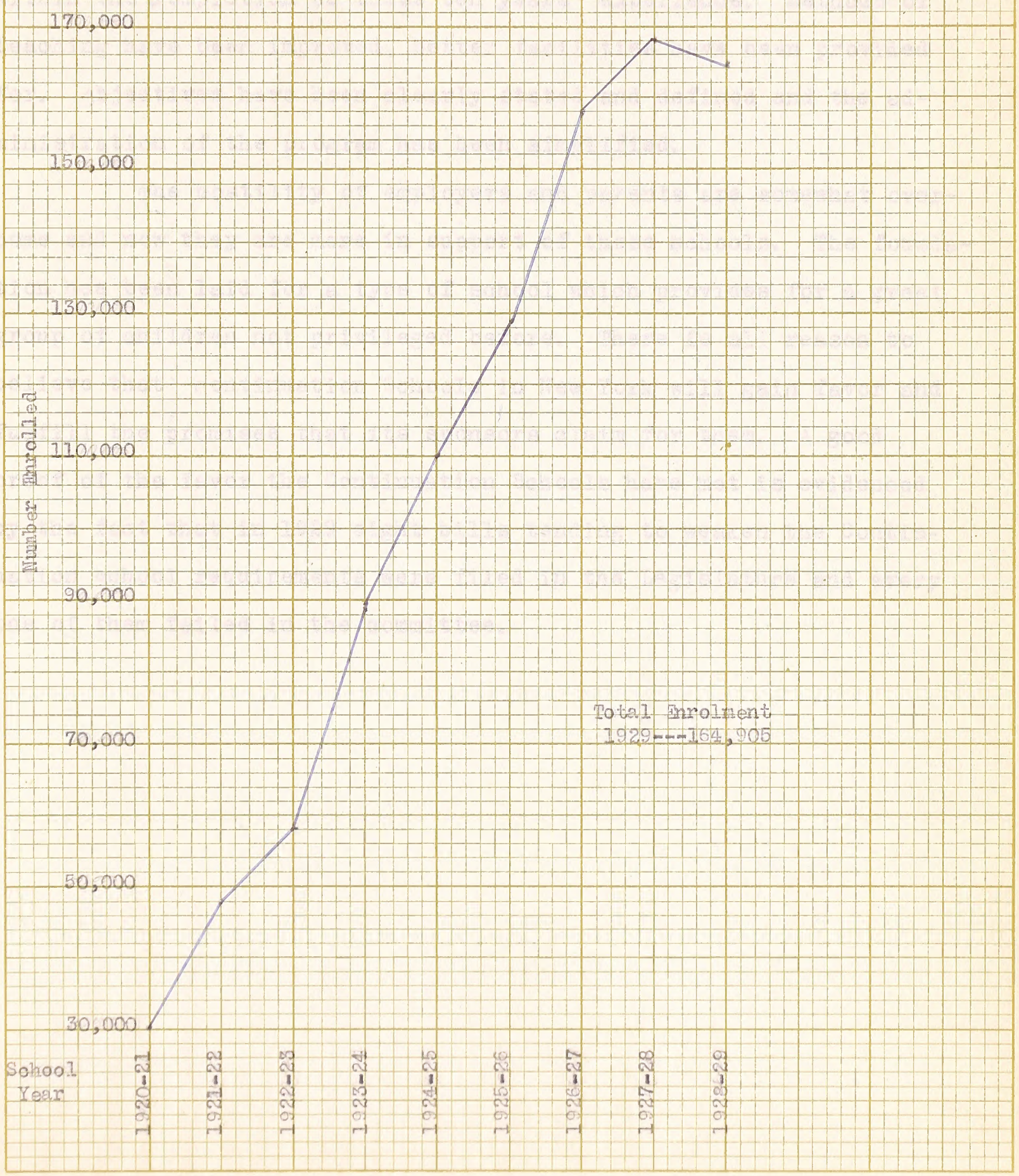
There was a decrease in the enrollment of 1928-1929. This may be due to the adoption of higher standards in the homes, keeping these children out of industry. The Junior and Senior High Schools provide attractive range of courses so that young people prefer to remain in school rather than to take up employment. The trade and

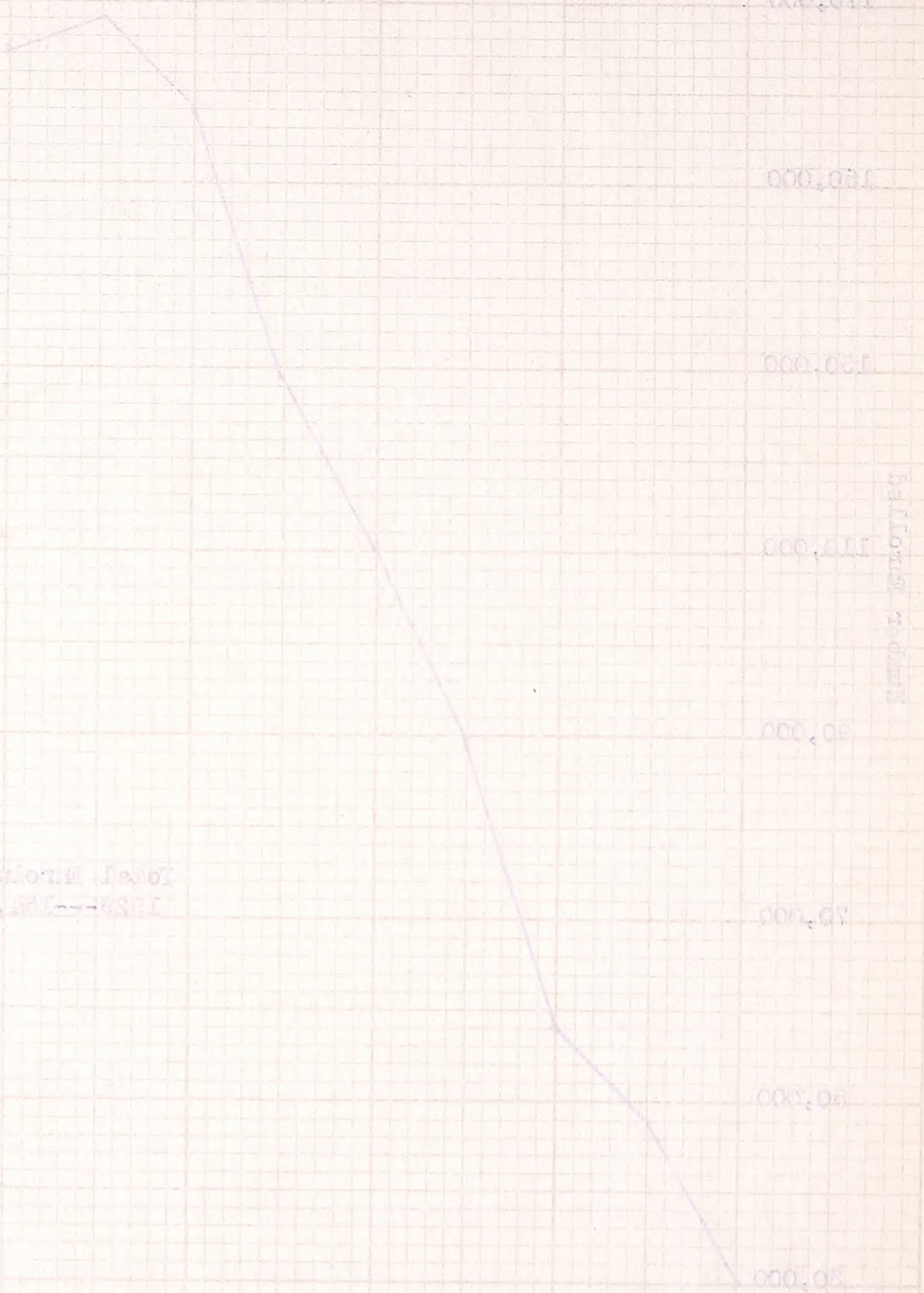
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Growth of Enrolment
in
New York State Continuation Schools





technical schools provide such training that it allures boys and girls to remain in the full-time school until they reach the age of eighteen. The primary reason, however, is the great problem of unemployment today.

The New York State Continuation Schools have made progress within the completion of these ten years' experience. Methods of teaching have been improved, better facilities have been provided for. Objectives have been clearly stated and defined and the administration of the program has been simplified.

The hostility of employers and parents are somewhat overcome and now they are more in support of these schools. The foundation has been laid for a type of school which provides for a great group of children not privileged before. There is all reason to believe that Continuation Schools in New York will gain favor and fulfill the promises that its sponsors claim for them. A good proof of the favor the Continuation Schools have met is evidenced by the fact that in 1929 eight bills tending to weaken the Continuation school requirements were filed in the Legislature and every one of them failed in the committee.

WISCONSIN CONTINUATION SCHOOLS

WISCONSIN

The history of the development of part-time schools in Wisconsin does not differ materially from that of most other states. This development was due to changing social and industrial conditions which made the establishment of this type of school the next logical step in its educational and child labor program. Wisconsin, however, was the first state in the country to enact a compulsory Continuation School law, but in doing this she was in part influenced by the studies and report of the Douglas Commission in Massachusetts and by the success of the permissive Continuation Schools in that state. The German Continuation Schools also played an important part in the establishment of these schools. It is interesting to note that Wisconsin has a large German population and that the Act of 1909, creating a special commission to study the educational system of the State, required them to study the industrial schools abroad.

A law providing for compulsory schools was passed very early in the history of the state of Wisconsin. In 1837, compulsory schools were provided for in every township having at least twenty electors. Compulsory attendance, was not required but the schools were free to those unable to pay.

The state constitution of 1849 made the public schools free and compulsory throughout the state.

In 1868 a law made the minimum age a child could work at twelve years, and limited the child of from twelve to fourteen years to but seven month's work a year.

As in other states, attendance at the schools was very lax. The compulsory features of attendance were considered undemocratic and for this reason were not made a part of the school laws. In 1873 a bill was introduced requiring the attendance of all children between the ages of 8 and 15 years for 16 weeks a year at public schools. This bill was indefinitely postponed but that year a truancy law was enacted authorizing cities to establish truancy schools in which habitual truants having no lawful occupation might be committed.

The compulsory school movement gradually gained support although there was much opposition to it, even by the Superindendent of Public Instruction of that time. E. Searing, quoting him, "The Compulsory School Law is something essentially opposed to the genius of our free institutions, something essentially un-American. The mere consciousness of the existence of a law compelling the attendance of my children would be intolerable. I want no statute law telling me how or when to feed, to dress, or to educate my children. However, in 1879, Wisconsin enacted her first compulsory attendance law, requiring attendance of all children between the ages of 7 and 12 years upon some public school for at least 12 weeks a year. This law was unenforceable and proved to be entirely inadequate.

The law of 1889, the so-called "Bennet Law", provided for compulsory attendance between the ages of 7 and 14 years upon some school and specified that a school to be regarded as such must teach reading, writing, arithmatic and United States History and that these subjects must be taught in the English language. The large German and Scandanavian population resented this latter requirement for they

were supporting their own schools where their mother tongues were used. The agitation of these people brought about a repeal of the "Bennet Law" in 1890, the following year. This law of 1890 made the compulsory age limit one year less, from 7 to 13 years, and English was not required as the language of the school.

The United States census of 1890 showed that 31,993 children in Wisconsin between the ages of 7 and 13, more than 11% of the entire number of that age, were not attending any school. The Wisconsin school report of 1895 showed that nearly 12,500, or about 6% of the children of compulsory school age, were not in school. A survey of child labor made in 1897-1898 showed that about 9% of the children were illegally employed. These statistics brought about the law of 1899 which prohibited the employment in factories, shops and mines, of children under 14 years, at all times and in stores, laundries and messenger service, except during vacation. A number of inspectors were appointed to enforce these laws.

In 1903 all children between 7 and 14 years were required to attend school and also those between 14 and 16 that were unemployed. The school term was fixed at not less than 8 calendar months in cities and 5 months elsewhere. Adequate enforcement provisions were provided.

The law of 1907 gave the local communities permission to establish trade schools. These schools were highly endorsed by the then Superintendent of Education, Mr. Cary, and in 1908 he began to urge the establishment of compulsory trade schools. He believed that these schools were the only method of reaching many children who could not be reached otherwise. As a result of his agitation the legislature, in 1909, created a special commission to study the

educational situation in the state.

This commission early recognized the fact that the subject of compulsory attendence was a part of the industrial question and that the prevailing social standards and conditions must be considered, together with the relation of industries to education. After two years of the most careful study the committee reported the results of its work to the legislature and in accordance with its recommendations, the legislature in that year, 1911, passed the first compulsory part-time school act in this country.

The Wisconsin commission was probably influenced by the notable work of the Douglas Commission in Massachusetts three years previously and by the permissive Continuation School law passed in that state as the result of the report. Wisconsin, being a newer state, unhampered by traditions, and being less conservative, took the step which gave her the honor of being the first to establish such schools. Massachusetts led in the intelligent study of the problem of the education of its working children and the relation between education and industry. Other states, no doubt, saw the value of the conclusions reached by the Douglas report and used it as a basis for study in their particular state.

COMPULSORY LAW OF 1911.

The law of 1911 required the compulsory attendance of children from 14 to 16 years of age who were working under a permit to attend part-time schools. Attendance was required four hours per week. These pupils who come to school four hours a week under the law of 1911 were those who attended the full-time school until the age of fourteen and had completed the fifth grade.

CHANGE IN FULL-TIME LAW

This educational full-time law has been changed several times since. Under the present full-time law, children cannot go to work until they are fourteen and have finished the eighth grade, or until they have been nine years in school above kindergarten.

COMPULSORY LAW 1915 AND 1921

The raising of the requirements under the full-time school law showed its reaction in the change of the part-time school law of 1915. The law required the attendance of all children between the ages of fourteen and eighteen who were not in full-time schools to attend the Continuation School. In 1917 the attendance period was increased to eight hours per week for eight months of the year. The law of 1921 required children between the ages of fourteen and sixteen to attend one-half a day daily until the end of the school term after reaching sixteen and then eight hours per week until the age of eighteen. This law became effective in 1923 in all districts of Wisconsin.

Every community having a population of 5,000 or over was required to maintain a vocational part-time school. The same act provided for the establishment of permissive voluntary part-time schools in cities having a population of less than 5,000.

"BOARD OF REGENTS"

STATE BOARD OF VOCATIONAL EDUCATION

Realizing that the part-time school, in order to be successful, must have the close cooperation of employers and employees, the legislature insured this cooperation by making these two groups parties to the actual administration of these schools and responsible for their development. To this end a special "Board of Regents" was formed and designated the "State Board of Vocational Education." This representative board consists of three employers, three employees, and three farmers, all appointed by the Governor, a member of the State Industrial Commission, and the State Superintendent of public instruction.

This board aided materially in bringing about the much needed concurrent cooperation between education and labor.

Local boards of vocational education were established to administer the schools in various cities, through a local director whom they appoint. Each of these local boards of vocational education consists of five members,--two representatives of local employers, two representatives of local employees, and the city superintendent of schools. These members of the local boards of vocational education are appointed by the local school board.

The statutes provide for full cooperation between the state and local boards of vocational education. It is this complete union between industry and education that has made the Wisconsin

part-time schools so valuable and effective in solving the juvenile worker's problems.

OBJECTIVE AND AIMS

The Legislature made it plain in 1911 that when these schools were established they were not to be merely schools of industrial education, but all-around schools for those in industry. The law specified that English, citizenship, sanitation, and use of safety devices should be taught along with the industrial subjects.

Wisconsin part-time schools are officially known as "vocational schools" becuase greater emphases has been placed upon the trade training program. The part-time school's aims are as follows:

1. To help the pupil to do the work well in which he is now engaged and to get from it all the training and valuable experience possible.
2. To choose wisely the occupation for which he wants thorough training.
3. To cooperate with industry in preparing him for that occupation and for promotion in it.

The part-time school is more than a vocational school. The aims as stated would lead one to believe that these schools were wholly vocational. Such, however, is not the case, for the law requires courses in general education, in training for citizenship, and in training for leisure time. The "Board of Regents" and local boards have taken cognizance of these facts and have made them function in the courses of study.

PROGRAM OF STUDIES

In working out a program of training for these part-time workers, cities have differed. Some cities, for example, do not need a four year program because few of their pupils enter before fifteen; in other cities it is necessary. All sorts of conditions arise which make it necessary to modify a program for some or all. The following program, although not in actual operation in any one school, shows the aim and work of Wisconsin part-time schools.

PROGRAM OF STUDIES

FOR PUPILS BETWEEN FOURTEEN AND EIGHTEEN

First Year (twenty Hours per Week)

Boys	Try-out in Shops	Ten hours
Girls	Homemaking (consisting of many short units covering a wide variety of homemaking activities	Ten hours
Both boys and girls		
	General Science	Two hours
	English	Two hours
	Social Science	Two hours
	Hygiene	One hour for one quarter
	Courtesy	One hour for one quarter
	Biology	One hour for two quarters

Second Year (twenty Hours per Week)

Boys	Try-out in Shops	Ten hours
Girls	Homemaking	Ten hours
Both boys and girls		
	Chemistry, Physics, or Biology	Three hours
	Mathematics	Two hours
	English	Three hours
	Social Science	Two hours

Third Year

Boys	Shops or other vocational work, including related science, mathematics.	Six hours
Girls	Homemaking, including related art, science, mathematics.	Six hours.
Both boys and girls		
	English	One hour
	Social Science	One hour

Fourth Year

Boys	Shops or other vocational work including related science, mathematics.	Six hours
Girls	Homemaking, including related art, science, mathematics	Six hours
Both boys and girls		
	English	One hour
	Social Science	One hour

It should be noted in this program that the first and second years have its chief purposes, both educational and vocational subject. The Try-out courses in the various shops, the home economics program, English, Social Science, Physical Science, and Mathematics are organized so as to give as much contact as possible with a variety of occupations. The two years of work from the age of sixteen to eighteen give opportunity for training in particular lines that pupils may be interested in.

In cases where few pupils are involved in pursuit of a trade as within the smaller schools, an itinerant instructor is appointed by several neighboring cities who divides his time among the schools.

CONCLUSION

The establishment of the first compulsory Continuation Schools brought Wisconsin into prominence educationally. The laws for the protection of children were fairly good and the enforcement of them as far as neighboring states. Like Massachusetts, Wisconsin early considered the value of giving additional general training to her working children and in advance of other states realized the advantage of a free compulsory school adapted to the needs of every child. As in other states, her problem was the cooperation of education and industry in such manner that it would be advantageous to both. This law was the logical outcome of the compulsory attendance and child labor laws.

The original law has been extended several times so as to be more embracing. In 1915 the law extended the act to children up to 18 years of age. In 1917 all children, instead of only working children, had to attend the schools. The attendance period was increased to eight hours per week for eight months a year. It is interesting to note in the statutes of 1917 Continuation Schools were changed to "Vocational Schools." In 1921 the attendance period was changed again for pupils between the age of 14 and 16 to attend one half a day daily until the end of the term after reaching 16 and then eight hours per week until the age of 18.

The avowed purpose of Continuation Schools in most states was to conserve the education of workers already acquired and to extend their education. The plan of Wisconsin stressed primarily

education for industry. Regardless of the original plans of the various states, it seems that training is now equally divided between vocational and general subjects. In Wisconsin the program calls for one-half the time on vocational training and the other half on training in academic subjects for children between fourteen and sixteen years of age. Six hours of the eight for children between sixteen and eighteen are spent on vocational training and but two hours on general subjects. This program of work has met with much success nd approval within the State.

Several attempts have been made to amend the Continuation School laws of Wisconsin. In 1923, it was proposed to reduce the number of schools by increasing the population requirement to 10,000 in place of 5,000 as required by the law of 1911. An attempt was also made in 1927 to lower the age limit for compulsory attendance in the Continuation School. These two failures demonstrate the fact that Wisconsin is in accord with her original Continuation School law.

The part-time schools now operating in forty-two cities of Wisconsin each year maintain educational contact with 35,000 young working people between fourteen and eighteen years of age. This shows progressive education in part-time work in Wisconsin.

The Continuation Schools in Wisconsin have met with success. They have had a steady and healthy growth. Success can best be measured by the fact that the Continuation School movement rapidly spread after 1911 and has now been adopted by about two-thirds of the states in this country.

PENNSYLVANIA CONTINUATION SCHOOLS

PENNSYLVANIA

Pennsylvania was among the last of the Northern States to provide for the compulsory education of her children. Pennsylvania delayed the establishment of the public schools until near the middle of the 19th century. In the adequate protection of its youth in industry this state was late also. Yet, to-day, Pennsylvania ranks among the most progressive states in the character of legislation for the protection, education and industrial training of children.

The attempts made by the State of Pennsylvania to provide for the education of its employed children are very interesting. More than one hundred years ago, in 1824, a committee was appointed by the State House of Representatives to inquire into the expediency of requiring the proprietors of manufacturers establishments who may employ children under the age of 12 years, to provide for them the means of instruction, at least two hours each day in the rudiments of an English education. This Committee presented a bill entitled, "An Act providing for the education of children employed in manufacturing," but no action was taken on the bill.

In 1822 a report was made to the Senate on the decrease in the number of children attending school in the poorer districts of Philadelphia. This report attributed the cause to the employment of these children in the factories established in and about that city and declared the conditions justified serious attention by the legislature. Nothing was done on this report.

The committee on domestic manufactures of the House of Representatives was, in 1827, instructed to inquire into the expediency of providing by law for the education of children employed in cotton, woolen and other manufactures! This inquiry resulted in the presentation of a bill requiring manufacturers to provide instruction of children between the ages of 12 and 18 years who had no educational certificate. This certificate was to the effect that the child could read and write some language, not necessarily English. This bill also failed to pass.

No action was taken on a bill presented in 1838 to the Senate which required children who were unable to read and write and keep accounts to attend school 3 months a year.

In 1849 the law for the first time made provision for the education of working children and legally established compulsory increased education in public schools. This law prohibited the employment of children under 16 years of age for more than 9 months a year and required these children to attend school for 3 consecutive months each year. Unfortunately this law was unenforceable for it failed to make provision for its enforcement.

Much agitation went on for an adequate public school law for several years but many years elapsed before this came to pass, partly because of the fear of a compulsory school law. In the report of the State Superintendent of Public Instruction, Mr. Wickersham, 1867, it was estimated that 75,000 children were growing up without school advantages and that a sharp, decisive law was required to stem the tide of ignorance in Pennsylvania. However, he, like Horace Mann

in Massachusetts, a generation before, feared compulsory attendance laws as being out of harmony with the American idea of democracy. He regarded compulsory legislation in Massachusetts as unsuccessful, saying: "The experience in Massachusetts teaches us that we, in Pennsylvania, must look in some other direction than that of a compulsory law to find the remedy we are seeking for the evil of non-attendance at school. By 1873 Mr. Wickersham had changed his ideas and was then advocating a compulsory attendance law.

The census of 1880, showed that 72,441 children between the ages of 10 and 15 years of age were employed in the state.

Not until 1897, however, was further consideration given to the educational qualifications of employed children. In that year children under 16 years of age who could not read and write were required to prove that they had attended day or evening school for at least 16 weeks during the preceding year before they could be employed. This law did not provide for schooling after employment, as did the law of 1849, but it did provide for its enforcement.

In 1901 school attendance was made compulsory for children between the ages of 8 and 16 but children between the ages of 13 and 16 who could read and write English intelligently and were regularly employed were exempted from their attendance.

Again, the test of the ability of a child to read and write as a required qualification for employment was included in the law of 1905. This law required an applicant for an employment certificate to read and write intelligently. Great difficulty was encountered in interpreting the work"intelligent"and different standards were set by different officials. This let to confusion.

In 1913 state aid was provided to schools giving "instruction in practical subjects and in such related technical and academic subjects as may be necessary to complete a well rounded course of training."

Three types of industrial schools were supported, day, evening and part-time schools. These schools were not made compulsory.

In 1915 three laws were enacted which completed to a great extent the system of industrial education by adding the compulsory requirement for means of reaching and holding the child who was obliged to leave the day school for employment. One of these laws created a bureau of vocational education within the Department of Public Instruction. Another was the State Employment Bureau created within the Department of Labor and Industry.

The third and most important was the "Cox Child Labor Law," which provided for continuation schools. This was the legislation that brought Pennsylvania to the enviable position of being amont the leaders in providing for the protection and schooling of its children. It includes in its requirements the most efficient methods of certification working children and of protecting them in employment. This law was held to be an ideal child labor law and to meet all standards then set.

PENNSYLVANIA

THE CONTINUATION SCHOOL LAW OF 1915

Children between the ages of 14 and 16 may not be employed in industry other than agriculture or domestic service unless they attend school during that period for at least 8 hours a week, or for a period equivalent to that, for the time the public schools are in session. School authorities were to provide Continuation Schools in districts where 20 or more children were employed. Sixty per cent of the instruction in the part-time schools was to be especially vocational in character.

To receive an employment certificate the child must have finished the 6th grade in school, present a written promise of employment, show adequate proof of age, and must be found physically fit for the employment proposed by a physician approved by the board. The certificate is sent by mail to the employer, and at the termination of employment must be returned to the board.

No boy under 16 or female under 18 may be employed before 6 A.M. or after 8 P.M.

Enforcement of attendance laws rests with the local boards of education.

Penalties for violation by employers, parents or officials provided.

Many of the problems, aims and purpose of Continuation Schools are still to be solved, yet through experience gained since 1915 Pennsylvania feels able to state some definite aims and purpose.

1. To train pupils 14 to 16 years of age to supply to the experiences of employers of home life of social and civic relations, the education already received.

2. To conserve and extend the large investment already made in the educating of these children.

3. To train the pupils for proper adjustment to industry and to social and civic relations. This implies conservation of and addition to good habits and character.

4. To train pupils to discover self-aptitude and to study and plan for future vocations. This includes vocational guidance, placement work, and the use of prevocational, trade preparatory and trade extension shops and classes.

5. To make pupils more efficient on the present job and to prepare them for the next job. This involves follow-up work, occupational analysis, and maintaining cordial and cooperative relations with employers.

6. To maintain and develop further in the pupil the habit of study and the growth of ambition.

TYPES OF CLASSES

To meet these aims and objectives the following classes have been organized.

1. The General Continuation,

 The purpose of which is to extend the pupils general education.

2. The Prevocational Continuation

 Designed to also extend the general education but also to give opportunity by tryouts in a variety of practical

shop projects, to discover worker's industrial or commercial aptitudes.

3. Vocation Continuation

The aim is to give specialized instruction for a given occupation either in the school shop or place of employment.

FORMS OF ORGANIZATION

Sixty-seven per cent of the Continuation School districts in Pennsylvania have an enrollment of less than 100 pupils. Fourteen per cent have an enrollment of from 100 to 200, 9% have from 200 to 500 and 9%, of more than 500.

To meet these various differences in sizes of communities, Pennsylvania suggests four forms for organization to provide facilities and meet the needs of the pupils.

Form A. For schools having 1,000 pupils or more, housed in separate buildings fully equipped.

Form B. For schools having 100 to 1,000 pupils, housed near Junior or Senior High School or in wing of either.

Form C. For schools having less than 100 pupils in communities having Junior or Senior High School vocationally equipped.

Form D. For schools having less than 100 pupils in communities having no vocational equipment

COURSE OF STUDY

Less than 20 per cent of Pennsylvania's 14 to 16 year old Continuation School pupils enter high school, less than 5 per cent complete the first year of high. Although those in Continuation

Schools must have completed the sixth grade, many of them were found weak in spelling, reading, writing, and in the application of simple oral and written English and arithmetic. A great portion of the program of studies group themselves around these fundamentals, plus studies of a close relation to the industry the worker is interested in and studies which direct attention to the social and civic relations.

CHART OF PROGRAM OF STUDIES AND APPROPRIATE ALLOTMENT OF TIME

A. General Classes

English, Vocational Guidance and Occupational Analysis and Current Events: 2 hours

Industrial Geography, Citizenship, Hygiene, Music and Recreation: 2 hours

Arithmetic, Drawing: 2 hours

General Science or Industrial Arts and Home Projects: 1½ hours

Reading for Appreciation: ½ hour

B. Prevocational Classes

English, Vocational Guidance and Occupational Analysis, and Current Events: 2 hours

Industrial Geography, Citizenship (Social Science), Hygiene, Music and Recreation: 2 hours

Related Arithmetic and Drawing: 2 hours

Commercial, Home Economics or Industrial Prevocational Work: 2 hours

CONCLUSION

There was much confusion after the compulsory 1910 law was passed in Pennsylvania, although it did not go into effect until January 1916, but with the clear understanding of its provisions and after a little experience with it, the difficulties were eliminated. It was then believed that industries would be handicapped by lack of suitable labor and that much distress amongst the poorer classes would result. These fears never materialized. The industrial centers, in particular, opposed this law and were not reconciled to it for some years, but on the whole it was welcomed by most people interested in progressive labor and schooling laws.

In many industrial centers Continuation Schools were opened promptly and during the month of January 1916, 104 districts had more than 400 classes in operation. At the end of that school year the bureau of vocational education reported, "We have over 351 Continuation Schools, attended by over 35,000 children. These schools have proved successful beyond expectation."

The census of 1920 shows that the proportion of children gainfully employed in that year was less than any other time during the previous 50 years. The Pennsylvania Department of Labor and Industry attributes this as a result of the higher standards of the law of 1915.

Throughout the state the law has grown in favor as its value has become apparent. There now remains practically no opposition to the Continuation Schools and the former opponents are now enthusiastic in its support. Some employers make no deduction in wages for time spent in school, others have offered higher wages or promotion for high class work in school.

Perhaps the best indication of the success of the Continuation School idea in Pennsylvania is the enlargening of the original law. In 1925,a decade after the first Continuation Schools law was passed, the legislature established part-time vocational or"co-operative" schools. The success of the Continuation Schools was such that a continued and more intimate relation between industry and education seemed justifiable. These schools are based on alternate attendance upon school and work, two pupils exchanging duties. The pupil distributes his time equally between school and work, one half of each day, week or month, or any other period of time, at study, and the other half in productive work at industrial plants. These periods vary depending on local authorities. This type of education is restricted to those over 14 years of age.

The various educational provisions of the state of Pennsylvania were incorporated under her labor laws rather than under purely educational laws. They have shown a steady rise in standards until Pennsylvania may now be classed as one of the most progressive. Both labor and education are now in a high plane because of the agitation and cooperation between progressive labor leaders and education.

NEW JERSEY CONTINUATION SCHOOLS

NEW JERSEY

The compulsory education laws in New Jersey were passed later than those of her neighboring states and perhaps it was better so. Profiting by the experience of New York with their laws that were not enforced, New Jersey from the start made provisions for the enforcement of her compulsory attendance laws with the result that these laws were effective. Political machinations were lacking in the industrial field in New Jersey and there was little jockeying of laws as in New York. New Jersey in almost every respect followed New York, but in almost every case avoided the defects of New York laws and her methods.

The first restrictive child labor law was passed in 1851. Children were then prohibited from working more than ten hours a day and 60 hours per week and children under ten years were prohibited from working in factories. In 1880 the minimum age for minor workers was set at 12 years.

The Minimum age limit was increased in 1883. To work in mines, factories, and manufacturing establishments a boy had to be 12 years of age and a girl 14 years. To obtain employment an educational certificate was necessary. This certificate was to show that the child had attended day or night school at least 12 weeks during the preceding year.

In 1885 the first compulsory attendance act was passed. Children were required to attend school between the ages of 7 and 12 for at least 20 weeks a year, 8 of these being consecutive. No child under 15 years could be employed unless he had attended day or evening school for 5 days a week for 12 consecutive weeks in the preceding year. The same act set a maximum day of 10 hours and

maximum week at 60 hours for children under 16 years.

Until 1909 this law remained practically the same. The law of 1885 was strengthened in 1891 by requiring police officers of cities to aid in the enforcing of the law and in 1893 employers were made subject to a fine if children were employed contrary to the law.

The legislature in 1909 raised the age required for compulsory attendance in school to 17 years unless the child was above 15 years and had completed the elementary school and was regularly employed. Truant officers were authorized to be appointed by cities to enforce this law.

In 1914 the age limit of compulsory attendance was again changed. At this time the ages were 7 to 16 years but a child over 14 could work if he had a schooling certificate and was regularly employed. The certificate was given only if the child could prove he was at least 14 years old, had attended school for at least 130 days during the preceding year, was able to read and write simple sentences in English, had completed a course equivalent to the 5th grade in school and passed a satisfactory physical examination. These certificates were to be kept by the employers while the child was employed and upon the child leaving, certificates were to be returned to the school board.

New Jersey now had a very good educational law, well enforced and functioning satisfactorily. The next provision necessary was to take care of the children over 14 who were allowed to work under a certificate. This provision was made in 1919 when he passed the Compulsory School act.

COMPULSORY SCHOOL LAW 1919

This act was passed the same year that Massachusetts, New York, California and 13 other states enacted compulsory part-time laws. The Compulsory School law in New Jersey became effective July 1, 1920 and the first school under this act was organized in the following September.

The law provided that all minors between 14 and 16 years of age to whom age and schooling certificates had been issued must attend a Continuation School 6 hours a week for 36 weeks a year. In order to be eligible for employment, the minor must be at least 14 years of age and must have completed the 5th grade. If the minor had not completed the 5th grade he must attend the full-time school until he was 16. Children employed were required to attend the part-time school in the vicinity that they were employed and they might be granted permission to attend the Continuation School in the district in which they lived.

The law required districts to establish Continuation Schools where there were twenty such minors employed. The attendance was to be from 8 to 5 P.M., no classes on Saturday, 6 hours per week for those employed and 20 hours for the unemployed.

AIMS AND FUNCTIONS

New Jersey states as her major functions of Continuation Schools, to give instructions as may be required to enable pupils to make practical application of education already secured and to further the minor's education to meet individual needs. The Board

of Education adds a unique minor function, different from other states in that they stress physical education, necessary to enable workers to maintain good health and develop good physiques. Other stated aims are to train for duties of the responsibilities of citizenship and social efficiency, and to provide practical activities of a pre-vocational nature for the purpose of developing industrial intelligence and to help pupils make a choice of vocations.

Through these functions the Board of Education hoped that the needs of workers would be discovered and particular instruction given to fit the various cases in order that they may keep those who were drifting to get in to a definite program of their own and to further assist those who had chosen a program to acquire the particular knowledge they needed to make the next step forward.

The State Board of Education did not prescribe a fixed course of study as each district was permitted to formulate its own course, subject to the approval of the Commission of Education. The local district was allowed to organize classes on the basis of one or another of the following types:

General continuation

Pre-vocational

Vocational

While there was no fixed requirement for the course of study, it was recommended by the Board of Education that the subject matter be organized from the standpoint of (1) health, hygiene, and physical education (2) citizenship and social efficiency (3) wise use of leisure time, culture and (4) practical efficiency in vocational subjects.

CONCLUSION

New Jersey had the advantage of the pioneer work of the permissive Continuation Schools of both Boston and New York as guides and as the conditions in these two cities were somewhat similar to what she would have to contend with, her problem was simplified by knowing what defects to avoid and what good features to adopt.

New Jersey had felt, however, through her ten years of experience, that she has not taken her place along side of these progressive states as her age requirement is lower. At present the completion of the sixth grade or fifth grade and one year vocational is required. A change has been recommended by the New Jersey Labor Federation to raise the educational requirement of the workers of 14 to 16 years of age to the seventh grade by 1930 and ultimately to the eighth grade.

The laws of New Jersey set a high standard with respect to school attendance, minimum age for employment, hours, proof of physical fitness for work and employment in dangerous trades. The contending weakness is a low educational requirement in the the Continuation Schools.

Worthy of note in New Jersey is the application of the Physical Truancy law to Continuation Schools. The law required that at least 2½ hours per week shall be devoted to physical training. This was interpreted to mean that a proportionate amount of the six hours per week in the Continuation School should be devoted to physical training, approximately 40 minutes of each week.

The stipulated length of session differs from most of the states, that is 6 hours per week to be taken in one unit whenever possible, or two 3 hour periods.

C A L I F O R N I A C O N T I N U A T I O N S C H O O L S

CALIFORNIA

The problems of California were unlike those of the East Coast and Central States. Except for the comparatively few Orientals and Mexicans, the population was homogeneous. There was no child labor conflict for there were few industries, and being settled late, the state was unhampered by traditions, even moreso than Wisconsin. The greater part of the settlers were immigrants from the East and Central States, unorthodox in their principles. They were a freedom loving class and workers rather than employers. With people of this type, we should expect liberal provisions for educational opportunities, but we found in this state stricter compulsory educational laws than in most states and from its beginnings, a higher age limit than in other states.

The earliest schools in California were church and mission schools founded by the Spanish to educate the Mexicans. These florished for many years, until the start of the "Gold Rush" in 1849. Then schools were started, to be supported from the income of 500,000 acres of land set aside by the first constitutional convention for school purposes.

In 1874, the first compulsory school attendance act was passed. This required the attendance of children between the ages of 8 and 14 years in the public schools, or equivalent, for at least two-thirds of the time the public schools were in session and at least twelve weeks of which should be consecutive. The clerk of the Board of Education was to persecute all offences against the act.

The law was amended in 1907 to allow children between the ages of 12 and 14 years to work under certain conditions. The child had to procure a working certificate. In order to do this he had to prove that he was at least 12 years of age, and his parent was incapacitated for labor through illness. The permit was issued for a period deemed necessary by the judge issuing the permit. This permit was to be kept by the employer while the child was employed and returned to the child when he leaves his employment. There were no other changes from the law of 1903. This law was the first in this country that made economic necessity a requirement for a working certificate.

In 1911 the age limit of compulsory attendance was raised to 15 years and attendance was required for the full session of the public schools. No child under 16 years was to be employed unless he could read and write unless he was a regular attendant at the then current term and at a night school. If a child under 16 was not employed he was to attend school.

The changes in the educational laws of California were few, for the state started with high standards, which were carefully maintained and enforced. By the requirements of high age limits, a graduation from elementary school was almost universal. The next step then was to take care of the working children who were of high school ability.

In 1917, the Commissioner of Industrial and Vocational education made plans for a study of the working conditions of the youth in California. Investigations were made, as in other states, with a fiew at solving the problem of the juvenile worker in the most

efficient and satisfactory manner. The study was continued through 1918.

As a result of this study, Compulsory Part Time Act of 1919 of the Commissioner and of recommendations made by the State Board of Education, the compulsory part-time act for workers was passed May 27, 1919. High school districts having fifty pupils must establish Continuation School part-time classes for workers from 14 to 18 years of age. Minors were to attend the school for four hours per week and continue to throughout the public school year. This act has sometimes been referred to as the High School Continuation School law, as most of the children entering industry had completed the grammar schools. This act is considered the first compulsory high school law in the country.

The aim of this law differred somewhat from other states as California stressed education for citizenship above all else. The major objective of the compulsory part-time education was to train as far as possible in the short time allowed, for the most important duties and responsibilities of citizenship. The part-time act provided for instruction in vocational subjects and in the academic branches, but instruction in the duties and responsibilities of citizenship were of primary importance.

GROWTH OF PART-TIME SCHOOLS

Eleven years have gone by since the passing of the part-time education act of 1919. During the period of ten years that part-time classes were established under the act of 1919, 87,000 boys and girls under 18 years of age have been helped, either in preparing for employment, in securing employment, or in getting adjusted after

entering employment. In the schools there has been a growth from 1,965 pupils in 1920 to 25,706 pupils in 1929, an increase of 270% in nine years.

California has done excellent work within this period of time, as can be seen by these figures. Boys and girls were receiving guidance and service to employment with an academic training of much merit under the broad heading of "education for citizenship."

However, educators within the last two or three years have felt that much of the part-time education act was misunderstood and needed correction and that the law did not serve adequately. A state committee was appointed in 1927 to study and revise the acts to correct the defects. This resulted in the new continuation-act, which was passed and signed by Governor Young in May, 1929.

CONTINUATION-EDUCATION ACT, MAY, 1929

The salient characteristics of the act are: "Boys and girls under 18 years of age who have not graduated from high school or its equivalent must attend continuation classes four hours per week while employed and three hours a day while not employed. (This latter consideration to be effective, July, 1930.

"The High School Board of each district must maintain continuation classes wherever there are fifty or more children under 18 years of age, residing within the school district, who have not met the high school requirements. The local authorities may, in place of instruction at the school, establish classes in industry under direction of a certified instructor, who will come under the jurisdiction of local board of education.

"A program of guidance, placement, and follow-up work must also be provided by the high school board of each district."

OBJECTIVES AND AIMS

The continuation-education movement has for its primary objective, a school system which shall continue to keep in contact with pupils after they have left the regular day schools; a continued education that may help workers interpret their new experiences in life as they enter employment; a continued education that will serve the guidance of the schools over the pupils and help them in adjustments of employment and out-of-school life; and a continued education that will make the most of new experiences for the real education of the pupils.

In meeting this major objective, the high school board of California has specified the following educational service to the young worker in the part-time schools:

To make use of varied employment experiences, to find the occupation which the pupil should follow, and to increase occupational efficiency.

To make use of civil and social experiences to develop constructive and cooperative action in civic and social metters.

To make use of home problems to increase the understanding of home-making and happy home relatives.

To make use of recreational and health problems for better health and more wholesome living.

To make use of the opportunities to extend the pupils' general information and appreciation of the arts and develop their desire for a broader culture.

ORGANIZATION

The continuation-education act makes the high school board responsible for the establishment of classes. A director of continuation-education is appointed by the board who has charge of the curricula, equipment, teaching, needs and details of administration of the part-time schools in the district.

The staff of the various schools depends upon the number of students in the school.

For an enrollment of fifty pupils, one director and one coordinator are suggested.

For an enrollment of fifty to two hundred pupils, one director, one or two coordinators, and from one to three teachers.

For an enrollment of 200 to 500 pupils, one director, two coordinators and sufficient teachers depending upon the community needs.

For an enrollment of 500 or more, the following are suggested:

a director responsible for the new type of organization and for a new form of cooperation between employer, home, and school.

a counsellor who will advise pupils, regarding school and employment.

a placement officer who will keep in touch with employment, so as to serve workers intelligently.

a coordinator who will make adjustment between pupils and their studies, their home relations, and their job. His program is defined by Rules and Regulations of the State Board of Education "to coordinate the pupil and instruction, and training in the school with the home, employment, and other agencies."

continuation school teachers for various academic and vocational subjects.

The State Board of Education felt it desirable that all members of the Continuation School staff should be specially trained for their work. These have authorized requirements which are somewhat different than our Eastern states. All persons connected with training of working children must have spent at least one year of employment in industry, one year of successful teaching, or social work, and a completion of a bachelor's degree with specifications of science and education.

CONCLUSION

It is interesting to note the unusual change made in the objective of the California part-time school as shown by the laws of 1919 and 1929. In the earlier year, the avowed aim was "education for citizenship." Education for citizenship and Americanization in the East are practically synonymous. In the West, however, the immigrant problem is quite different as a greater part of foreigners are Orientals and are not eligible for citizenship. Education for citizenship, there-

fore, meant a training for higher ideals which made for more progressive citizens rather than the greater number as in the East. The law of 1929, however, was not planned to give a more extensive education but to try to conserve the education the children already had and to have them continue their education further so as to prepare them to make the necessary adjustment to employment and advance in social and civic needs.

It is also worthy to note the extensive teaching training and experience that members of the staff must have. This is somewhat more progressive than in the states of the East, especially the requirement for one year in industry.

California has put more weight on her placement, guidance, and follow-up work in that she has appointed special heads to take care of these particular fields such as director, counsellor, placement officer, and coordinator. It can be clearly seen that California is more interested in the conservation of education already given minors and the furthering of it rather than in the preparation for particular vocations.

California is the only state that makes economic necessity as a requirement for a working certificate, as she is trying to keep her youth in the full-time schools.

The educational standards of California are higher than most states in the country. Conditions have been extremely favorable to this state and she has taken advantage of them by providing adequate education of facilities for her youth.

FEDERAL STATISTICS OF THE PART-TIME SCHOOLS

The study of the Continuation Schools in the United States has revealed the vital and interesting fact that twenty-eight states require communities of a certain size to establish part-time schools for juvenile workers from 4 to 8 hours per week.. The laws of eight of these states are permissive, legalizing the establishment of such part time schools by cities or communities, but not directly requiring such establishment. This demonstrates the fact that the development of part-time education is not necessarily dependent upon the enactment of a compulsory state law.

EDUCATIONAL REQUIREMENTS

Twenty states in the country permit a child to leave school for work at 14 years, regardless of his grade in school; of these 4 have no compulsory attendance requirement beyond 14 years; 3 exempt from school attendance any child of 14 years who is employed; 913 have a higher general standard but exempt from school attendance children of 14 (sometimes younger) under special conditions such as poverty, need of services at home, etc.

EDUCATIONAL REQUIREMENTS THROUGH CHILD LABOR AND SCHOOL ATTENDANCE LAWS

Twenty states permit a child to leave school for work at 14 years regardless of his grade in school. Of these 4 have no compulsory atgendance requirement beyond 14 years; 3 exempt from school attendance any child of 14 years who is employed; and 13 have a higher general standard but exampt from school attendance children of 14 (sometimes younger) under special conditions such as poverty, need of services at home, etc.

Four states with no school requirement beyond 14 years:

Georgia	South Carolina
North Carolina	Texas

Three states exempt from school attendance any child of 14 years who is employed:

Florida (in some cases under 14)
Louisiana
New Mexico

Thirteen states have a higher general standard, but exempt from school attendance children of 14 (sometimes younger) under special conditions, such as poverty, need of services at home, etc.

*Arkansas
Colorado
*Iowa
*Mississippi
Montana
Nebraska
Nevada
New Hampshire
*North Dakota
*Tennessee
*Utah
*West Virginia
*Wyoming

*Law permits exemption under 14 years

Twenty-four states permit a child to leave school for work at 14 years but only if he has completed a specified school grade (3 require also evidence of need). In 13 of these states the elementary course or eighth grade is required; in 8 the requirement is the sixth or seventh grade; and in 3 it is the fifth grade. Two states are included in this classification which permit a child of any age to leave on completion of the eighth grade.

Alabama - 6th
Arizona - 5th
California - Elementary course if service is needed)
Connecticut-6th
Delaware - 5th
District of Columbia - 8th
Illinois - 8th
Indiana - 8th (if service is needed)
Kansas - 8th
Kentucky - 5th
Maryland - 6th in Baltimore, elsewhere - 7th
Massachusetts - 6th
Michigan - 6th (if service is needed)
Minnesota - 8th
Missouri - 6th
New Jersey - 6th
New York - 8th (15 years on completion of the 6th)
Oregon - 8th
Pennsylvania - 6th
South Dakota - Any age on completion of the 8th
Virginia - Any age on completion of the 8th
Vermont - Elementary course
Washington - 8th
Wisconsin - 8th

Three states do not permit a child to leave school for work under 15 years. Of these one also requires evidence of need and two require completion of the eighth grade.

Idaho - Provided that services are needed
Maine - On completion of 8th grade
Rhode Island - On completion of 8th grade

Two states do not permit a child to leave school for work until he is 16. Of these one requires also completion of the seventh grade and one of the eighth grade (in this state, however, attendance is compulsory for only two-thirds of the session).

Ohio - On completion of 7th grade
Oklahoma - On completion of 8th grade but attendance in Oklahoma is required for only two-thirds of the session.

FEDERAL REIMBURSEMENT

The annual report from the 48 states and Territory of Hawaii for 1928 disclosed the fact that 47 states and Territory of Hawaii used Federal funds in reimbursing some form of part-time education; 36 states reimbursed the general continuation types of part-time schools from Federal funds and 45 states and Territory of Hawaii used Federal funds in reimbursement of part-time trade and extension of trade and preparatory classes.

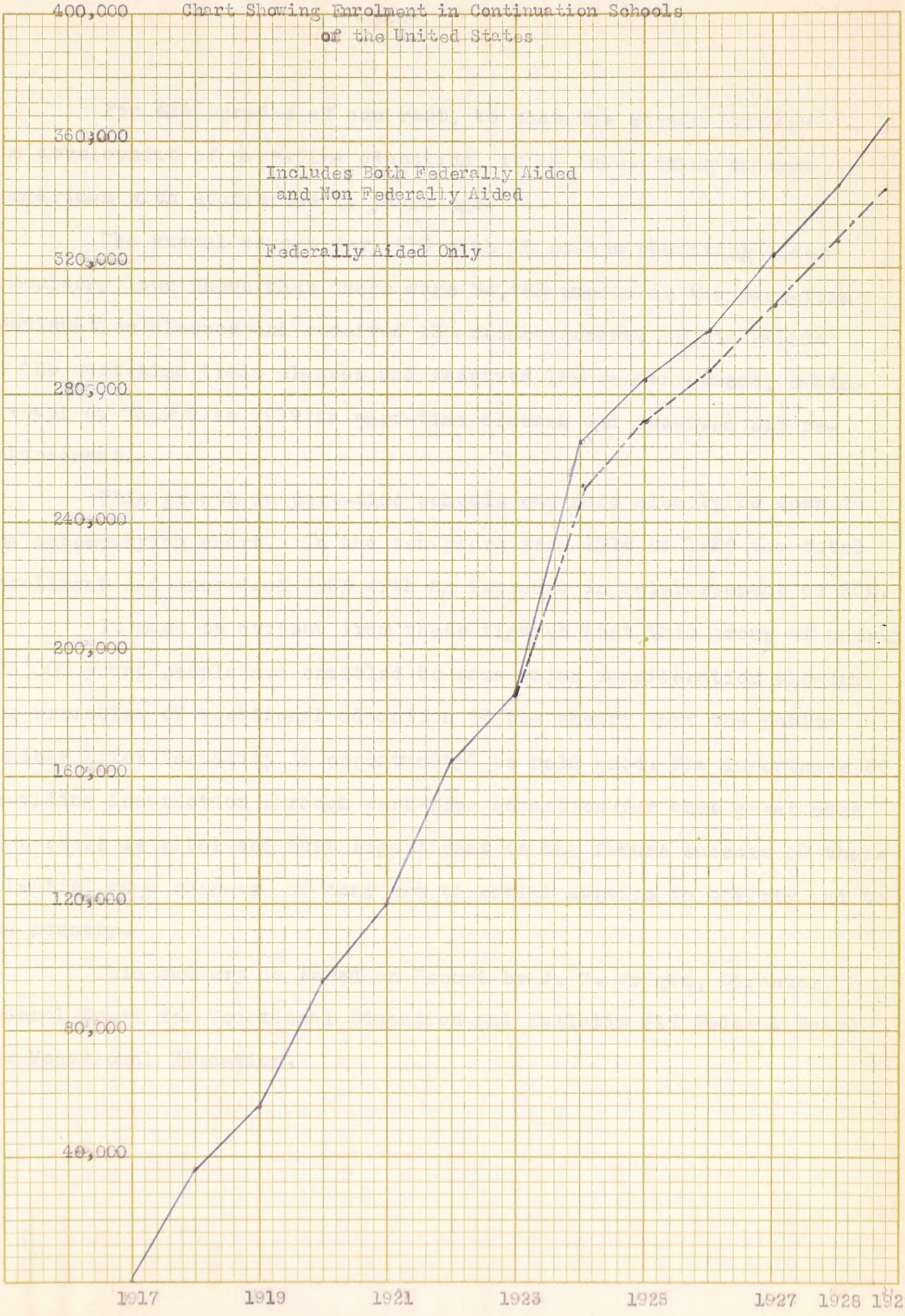
The annual report reveals that:

	323,012	pupils were enrolled in part-time general continuation schools in the United States July 1928
	42,531	pupils were enrolled in part-time trade classes
making a total of	365,543	pupils being enrolled in some form of part-time work

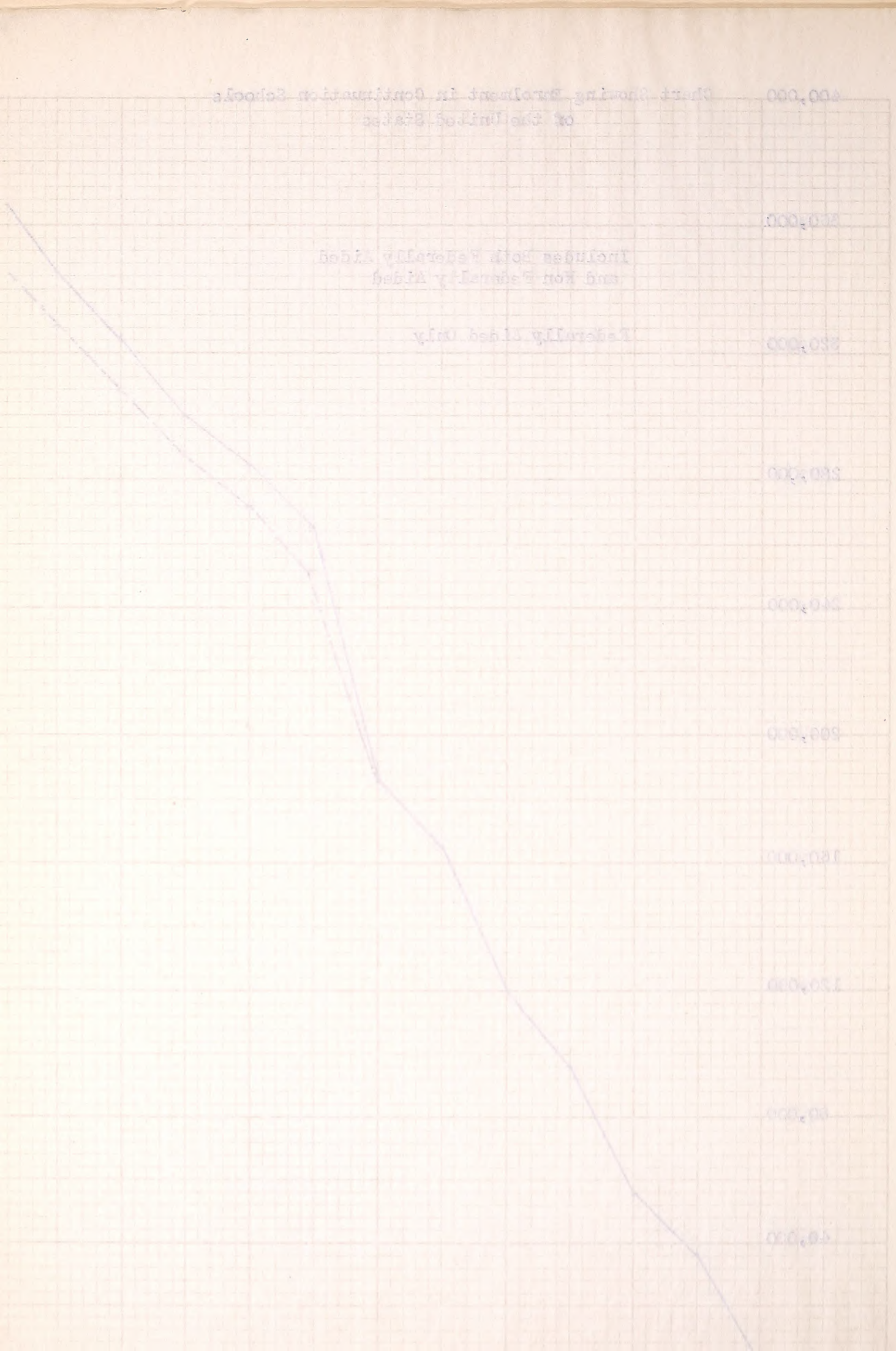
An examination of the reimbursement of Federal money in terms of per cent for part-time continuation classes shows rather interesting indications of relative cost of part-time education.

Various states received for	323,012	pupils 35% of reimbursement of Federal money for part-time continuation classes
" " " "	42,531	pupils 16% of reimbursement of Federal money for part-time continuation classes
Making a total of----------	365,543	pupils 51% of reimbursement of Federal money for part-time school for the year 1928.

Chart Showing Enrolment in Continuation Schools of the United States



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For the purpose of contrast, to show the steady increase in the development of part-time education, it is interesting to make a comparison with statistics 11 years ago.

The annual report for 1919 with 18 states operating under compulsory laws shows that there were 50,783 pupils in the part-time continuation classes and received 13% reimbursement; 22,616 pupils in the part-time trade classes and received 18% reimbursement, making a total of 73,399 in 1919 in part-time classes and received 31% reimbursement.

This growth in part-time schools can more clearly be seen in the accompanying chart. In the ten years from 1918 to 1928 the total enrollment had increased 900% with an increase in reimbursement of 20%.

It must be evident from these figures that this group of nearly 375,000 young people are entitled to some major consideration through the promotion of vocational education if the theory that the public schools offer "equality in opportunity" be held good. The importance of providing instruction through part-time education for this great mass of workers is vital and must significant to the future success of these potential wage earners, if they are to render service to society and to the country.

This summary is based on Report by J. C. Wright, Director, Federal Board for Vocational Education and Bulletin #17 Federal Board for Vocational Education.

LIST OF STATES IN WHICH SOME FORM OF CONTINUATION SCHOOL LEGISLATION EXISTS ON THE STATUTE BOOKS.

Arizona	Nebraska
California	Nevada
Connecticut*	New Jersey
Delaware	New Mexico
Florida	New York
Illinois	Ohio
Indiana*	Oklahoma
Iowa	Oregon
Kentucky*	Pennsylvania
Maine*	Tennessee*
Massachusetts	Utah
Michigan	Washington**
Missouri	West Virginia
Montana	Wisconsin

* No provision for localities where schools must be established.

** No compulsory provision for localities in which Continuation Schools must be established.

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CONCLUSION

The Continuation School movement was a departure from the orthodox educational system which had been in vogue in this country for more than a century. A system that has been deep rooted and well established is exceedingly difficult to change, unless there is great promise that this change will be highly beneficial or will solve a problem of a pressing need. New conditions in the industrial and economic world brought with it the need for new educational requirements. The different status in the industrial world made it necessary for educators to seek some form of training which would meet the requirements. Profiting by the experiences of the Continuation School in Europe, especially Germany, it was believed that this system could be used to advantage in this country.

Numerous surveys of educational conditions and labor requirements were made throughout the country as bases for intensive studies. The resultant conclusion was to the effect that Continuation school would and ought to solve the problem of harmonizing the transition from school to industry.

The Continuation School received its impetus from the studies made in the Massachusetts state. Massachusetts being somewhat conservative did not immediately put into effect the recommendations made by the Douglas Report. Wisconsin, however, in 1911 passed the first compulsory Continuation School law. Pennsylvania followed in 1915 and other states in 1919.

Arizona	Massachusetts	Nebraska	Oklahoma	New York
California	Michigan	Nevada	Oregon	
Illinois	Missouri	New Jersey	Utah	
Iowa	Montana	New Mexico	Washington	

since then:

Connecticut	Indiana	Ohio
Delaware	Kentucky	Tennessee
Florida	Maine	West Virginia

making a total of 28 states which have some form of part-time education.

For the most part this system of education has been successful as has been seen in the typical states we have considered. However, this is not universally true. The original continuation school law of Connecticut has been changed so that now it does not provide for the Continuation School system as ordinarily interpreted, but provides for a part-time work in trade extension.

The future status of the Continuation School is more or less problematical. Bills are being introduced into the various legislatures; sometimes suggesting extension of the Continuation school and other times curtailing the movement.

There are of course minor problems in connection with these schools which must in time be adjusted. For example, these schools do not provide for the child in the country or small town who cannot reach a Continuation school. Then again, many Continuation Schools have no opportunity for giving vocational training of any kind to these juvenile workers, thus compelling them to continue in those academic studies from which they have been trying to escape by going to work.

The continuation Schools in some form are probably here to stay. The tendency, however, seems to be towards the part-time schools. This means that the pupils will either spend half a day in school and half a day in industry, or some fixed interval of time in school and a like amount out. Another development which seems to

be gaining headway is that of classes in industry which for the most part are groups, trained in trade extension work.

Continuation schools are a necessary adjunct to our educational system because of our present industrial system. With changes in the industrial system which seems imminent, there will probably be readjustments in the Continuation School methods, although the idea will undoubtedly remain.

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